

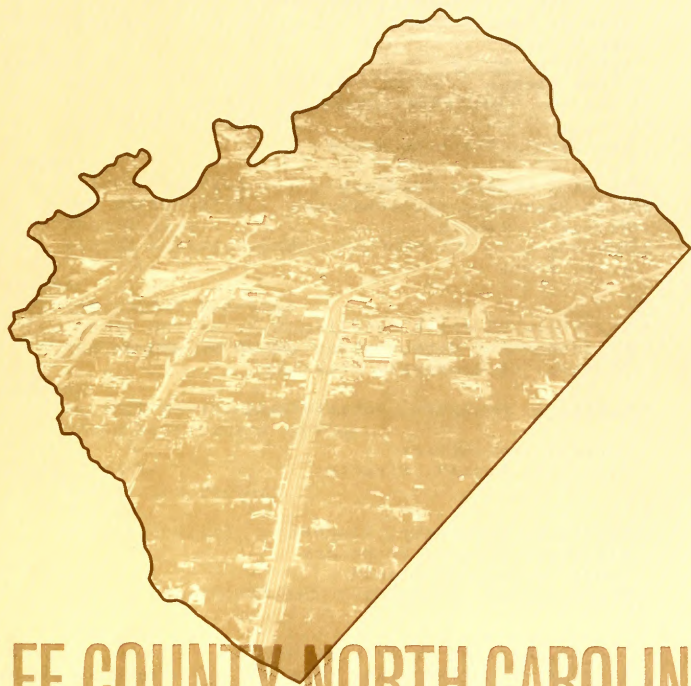
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LEE COUNTY, NORTH CAROLINA

**COMMUNITY FACILITIES PLAN
PUBLIC IMPROVEMENTS PROGRAM**

TITLE	Community Facilities Plan and Public Improvements Program
AUTHOR	State of North Carolina, Department of Conservation and Development, Division of Community Planning
SUBJECT	Plan for county facilities and services and program of public improvements.
DATE	September, 1968
LOCAL PLANNING AGENCY	Lee County Planning Board
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ABSTRACT	<p>The Community Facilities Plan examines the statutory framework, financial support, and administrative organization of a wide variety of services provided by Lee County. Services and facilities are evaluated with respect to both present and future requirements. Plans are presented to provide the necessary services and facilities. Consolidation or coordination of Lee County and Sanford City services is studied and proposals are presented for equitable financial support of joint city-county services.</p> <p>The Public Improvements Program lists, in order of priority, public improvements needed to meet existing and projected requirements for county services. A brief discussion of financing improvements is also included.</p>



LEE COUNTY, NORTH CAROLINA

**COMMUNITY FACILITIES PLAN
PUBLIC IMPROVEMENTS PROGRAM**

Prepared For

Lee County, North Carolina
Board of County Commissioners

Dr. John E. Dotterer, Chairman
Charles Robert Yow
Max McLeod
Aubrey E. White
Frank Wicker

Prepared By

Lee County Planning Board

Y. Mack Conder, Chairman
Carl Buchanan, Vice-Chairman
Walter E. Temple
Tom Poe
J. B. Burns

Technical Assistance

The State of North Carolina
Department of Conservation and Development
Division of Community Planning

George J. Monaghan, Administrator

Central Area Office
Victor H. Denton, Director

Project Staff

Philip S. Letsinger, Planner
Elizabeth Broome, Secretary
James Taylor, Draftsman
Brink Oliver, Draftsman

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September, 1968

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INTRODUCTION

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The Lee County Community Facilities Plan has been prepared to evaluate county services and to plan for maintenance or improvement of these services at adequate or desirable levels in the future. The Public Improvements Program lists in order of priority the capital improvements that will be required. The needs for these improvements are explained in the evaluation and plan of each individual service.

The study is limited to services provided by the county. Some of these services are supported entirely by county funds while many others are cooperatively provided by combinations of private, city, county, state and federal funds. Legislative authority to provide these services varies and this affects both their funding and administration. Legislation, administration and financial support are discussed where important to the provision of a service.

Historically, the primary purpose of counties was to serve State purposes and functions in a given area rather than to serve the purposes of a particular geographic community. Counties are creatures of the state, created to carry out state policy and having no powers other than those expressly authorized by the state. Many traditional county activities such as education, courts, and administrative functions are performed under legislative mandate. The General Assembly has directed counties to provide these services. Many more recent county services such as fire protection, libraries, hospitals, and recreation are provided with legislative approval at the discretion of individual counties and voters therein. These often require approval of special tax levies or bond issues by vote of the people.

The General Assembly makes two kinds of laws: general laws which apply state-wide and local or special laws which apply within named counties or cities. A special law passed by the 1967 General Assembly authorizes the adoption and enforcement of minimum housing standards in Lee County.

Social, economic, and technical changes in recent years have caused changes in the scope of services offered by the county. Development throughout Lee County has created a need for urban services in previously rural areas. County-wide support is also required for services like the library, the Technical Institute, recreation, and refuse disposal. Changes in values and technology have created demands for these and other services which may most equitably and efficiently be provided by the county.

Municipal governments are organized primarily to meet special demands in urban areas. The failure to meet these demands in all urban areas, especially new residential subdivisions and old substandard neighborhoods outside corporate limits, is forcing county governments into action. However, where counties must provide a higher level of service for certain areas, special districts should be established to provide equitable tax support. There is legislative authority to establish sanitary districts, fire districts, and school districts to provide a higher level of these services within the districts. This is one manner of maintaining equitable support of public services. Legislation also provides for payment of fees for some services. In the case of refuse collection by counties the legislation further stipulates that the fees must cover the cost of the service. Through fees, those receiving the service pay for it directly.

AUTHORITY TO PROVIDE PUBLIC SERVICES

Activities of counties and municipalities, as creatures of the state, are limited by the State Constitution, subsequent acts of the General Assembly, and decisions of the State Supreme Court. These limitations are primarily imposed through regulations on the use of tax money and other fiscal controls. The two basic provisions are the "public purpose" and "necessary expense" limitations.

Taxes shall be levied only for public purposes . . .
(N. C. Const. Art. V, 3)

No county, city, town, or other municipal corporation shall contract any debts, pledge its faith or loan

its credit, nor shall any tax be levied or collected by any officers of the same except for the necessary expenses thereof, unless approved by a majority of those who shall vote thereon in any election held for such purpose.

(N. C. Const. Art. VII, 6)

Acts of the General Assembly and cases decided by the State Supreme Court have, through the years, defined various functions as "public purposes" and "necessary" or "unnecessary" for counties and cities. The status of functions is not the same in all cases for cities and counties as can be seen in the following table. Neither does the status of a function remain constant. As situations change and new demands arise, the General Assembly and Court may decide that a function is a "public purpose". This was done in the 1967 General Assembly in the case of ambulance service, which was also held to be a necessary expense.

Although the "public purpose" provision in the Constitution refers only to taxes, the Court has extended it to all public funds from whatever source derived.

The following table shows the status of expenses for selected services and facilities provided by cities and counties. The table indicates the status of decisions which generally applied in 1967. The legislature and the courts may change their decisions over time on a particular expense. Local conditions may also cause variations in legislative authority and court rulings which are not reflected in the table.

In the following table "x" indicates that a function has been held to be a public purpose. Also, "n" indicates that the function has been held to be a necessary expense.

PUBLIC PURPOSE - NECESSARY
EXPENSE

EXPENSE	PUBLIC PURPOSE		NECESSARY EXPENSE	
	CITY	COUNTY	CITY	COUNTY
Airport	x	x	u	u
Ambulance Service	x	x	n	n
Auditorium	x	-	u	-
Cemetery	x	-	n	-
Courthouse	-	x	-	n
Fire Alarm System	x	-	n	-
Fire Protection	x	-	n	-
Hospitals	x	x	u	u
Jails	-	x	-	n
Law Enforcement	x	x	n	n
Libraries	x	x	u	u
Parks, Playgrounds, Recreation	x	-	u	u
Schools	x	x	n	n
Expenses of Taxation	-	x	-	n
Urban Renewal	x	-	u	-
Water and Sewer Systems	x	x	n	-

x, Public Purpose; n, Necessary Expense; u, unnecessary expense.

COUNTY FINANCE AND
ADMINISTRATION

The Board of County Commissioners is charged with determining what money is needed to operate county government - its boards, offices, and agencies - and with finding that money. The Board must balance the county budget, weighing the various programs and their financial requirements, appropriate the necessary funds, and levy the taxes to finance the appropriations.

An important aspect of the role of finance in county operations is that of control. With the variety of

independent boards and appointed and elected officials, the County Commissioners exercise control over county operations primarily through financing. Through appropriations in the county budget the Commissioners can direct what activities the various departments will undertake. The Commissioners may also control expenditures for personnel, supplies, equipment, capital outlay, etc., of different departments. Financial accounts and records are the primary means by which the Commissioners can keep informed of current operations and insure compliance with the budget.

While the Commissioners have both a duty and power to levy taxes to raise needed funds, the General Assembly retains the right to decide what kinds of taxes the Commissioners may impose. Current state policy allows counties to impose the following local taxes:

- Property or ad valorem tax
- Poll taxes
- Privilege-license tax
- Dog taxes
- Marriage-license tax

The State collects and shares with local governments the intangibles tax and beer and wine crown taxes.

Property tax is the primary local source of funds. The following table shows the approximate amount of the total 1968-69 county budget raised from the different sources.

SOURCE OF REVENUE FOR 1968-69
COUNTY BUDGET

Current property tax	67.5	
Back taxes and general funds surplus	<u>9.7</u>	
Total Property Tax	77.2	
Non-property tax	5.8	
Fines, fees, refunds, etc.	6.4	
A.B.C. profit and beer tax	4.2	
State aid (health and welfare)	<u>6.4</u>	
Total Other Sources	22.4	
TOTAL		100.0%

It should be noted that the county budget does not include city, state and federal aid to public schools, Central Carolina Technical Institute, and the library. Planning, forest fire prevention, civil defense, and agricultural services also receive the majority of their expenses from either the state or federal governments. Capital improvements for the hospital, health center, and mental health center are jointly financed by the county, state and federal governments. Thus, when all sources of funds for county services are considered, there is less dependence upon property taxes than one might think. Nevertheless, tax levies on property are reaching a saturation point and new sources of public support will probably be required to finance new and growing local services.

SOURCE OF FUNDS FOR COUNTY
PROGRAMS

LOCAL REVENUES

<u>Taxes</u>	<u>Other Revenue</u>
Property tax	Fees and charges
Poll tax	Fines, forfeitures, and penalties
Privilege-license tax	Refunds, rents, miscellaneous revenue
Dog tax	Court costs
Marriage-license tax	A.B.C. store profits
	Donations, volunteer support
Intangibles tax	
Beer and wine crown tax	

STATE-SHARED TAXES

DIRECT AID FOR LOCAL
PROGRAMS

	<u>State</u>		<u>Federal</u>	
	<u>Operating Expenses</u>	<u>Capital Outlay</u>	<u>Operating Expenses</u>	<u>Capital Outlay</u>
Schools	x		x	
Public Health	x			x
Mental Health	x		x	x
Hospital		x		x
Welfare	x		x	
Library	x	x	x	x
Airport		x		x
Technical Institute	x			x
Planning			x	
Water and Sewerage Service		x		x

STATE PROGRAMS OR
SERVICES

FEDERAL PROGRAMS

Roads (Federal assistance)

Farm Demonstration Agent

Home Extension Service

Forest Fire Prevention

Employment Security Commission

Soil Conservation Service

The appropriations included in the 1968-69 budget have been regrouped in the table below to show the proportion of the total county budget devoted to each function.

PERCENT OF TOTAL COUNTY
BUDGET BY FUNCTION

	<u>1968-69</u>
County Administration (records, courts, adm.)	9.3%
County Buildings (excluding schools and health)	4.2
Special County Services (inspection, planning, etc.)	2.7
Public Safety (fire, sheriff, jail, ambulance, etc.)	9.6
Health (public, mental, and hospital)	9.9
Welfare and Poor	11.7
Education (C.C.T.I., public schools, library)	<u>52.6</u>
TOTAL	100.0%

Once appropriations for county programs are established, the County Commissioners then must decide how to raise the necessary revenue. Most revenues other than that from property tax are fixed so the difference between all other revenues and the total budget requirements is the balance from current tax on property. There are then two factors which determine the tax rate: the appraised value of property and the assessment ratio.

TAX RATE

Under current legislation, counties are required to re-value property every 8 years. The last valuation in Lee County was reflected in the 1964 valuation. Revaluation will again take place in 1972. The Board of County Commissioners may set both the ratio of total valuation to be taxed and the tax rate on assessed valuation. Thus the Commissioners may set a high ratio and a low tax rate or a low ratio and a high tax rate as illustrated by the example on page 11.

1968-69 COUNTY BUDGET

LEE COUNTY - BUDGET SUMMARY -
1968-69

The following table shows the summary of total budget requirements and source of revenue:

	Total Requirements	Revenue Other Than 1967 Property Taxes	1967 Property Taxes To Balance
<u>COUNTY-WIDE</u>			
County - General Fund	\$409,830	\$272,238	\$137,592
- Special Fund	89,567	20,330	69,237
- Veterans Office	6,000	1,149	4,851
- Public and Mental Health	134,102	41,933	92,169
Subtotal	\$639,499	\$335,650	\$303,849
- Poor Fund	16,180	7,801	8,379
- Welfare	206,919	108,135	98,784
- Debt Service	92,410	16,558	75,852
Total County	\$955,008	\$468,144	\$486,864
County School - Current expenses	\$464,537	\$64,550	\$399,987
- Capital outlay	122,500	14,455	108,045
- Debt service	168,210	22,680	145,530
Total County School	\$755,247	\$101,685	\$653,562
G.C.T. Institute	\$54,840	\$4,566	\$50,274
TOTAL COUNTY-WIDE	\$1,765,095	\$574,395	\$1,190,700
<u>SPECIAL DISTRICT</u>			
Sanford School District	\$140,000	\$5,000	\$135,000

<u>Appraised Value</u>	<u>Ratio</u>	<u>Assessed Value</u>	<u>Tax Rate /\$100</u>	<u>Tax Levy</u>
\$10,000	65%	\$6,500	\$1.35	\$88
\$10,000	50%	\$5,000	\$1.75	\$88

EXAMPLE: ASSESSMENT RATIO-
TAX RATE

A ratio of 65 percent has been in effect since 1964 as shown by the following table.

LEE COUNTY: PROPERTY TAX
DATA, 1957-1968

<u>Year</u>	<u>Appraised Value</u>	<u>Assessment Ratio</u>	<u>Assessed Valuation</u>	<u>Rate / \$100</u>	<u>Property Tax Levy</u>
1957	\$ 74,147,392	50%	\$ 37,073,696	\$1.35	\$ 500,495
1958	77,586,892	50%	38,793,446	1.35	523,710
1959	81,181,018	50%	40,590,509	1.45	588,560
1960	85,194,110	50%	42,597,055	1.45	617,660
1961	89,033,208	50%	44,516,604	1.69	752,330
1962	86,056,314	70%	60,239,420	1.25	752,990
1963	92,371,578	70%	64,660,105	1.30	840,580
1964*	134,068,806	65%	87,144,724	1.10	958,590
1965	138,548,790	65%	90,056,714	1.10	990,625
1966	147,529,490	65%	95,894,169	1.30	1,246,625
1967	154,888,640	65%	100,677,616	1.35	1,359,150
1968**	150,769,230	65%	98,000,000	1.35	1,323,000

* Revaluation year.

** Estimate for budget purposes, does not include utilities appraised by the state.

CONSTITUTIONAL LIMITS

The Constitution set the maximum rate of poll tax (\$2.00) and the maximum rate of tax (20¢ on the \$100 valuation) that counties may impose on property for general county purposes. Taxes levied for maintenance of public schools are not limited by the 20¢ provision. Other levies for specific services such as welfare and health are also excluded from the 20¢ provision. In addition to these programs the Constitution provides for county property taxes levied for special purposes approved by the General Assembly. When special purposes are authorized by the General Assembly, a maximum rate for the special tax is often set. Some special purpose items are: county buildings, community colleges, farm demonstration agent, health, civil defense, planning, recreation, libraries, water and sewer systems, and ambulance service. The Special-Purpose provision by the General Assembly does not relieve the county of the "necessary expense" provision of the Constitution requiring an approval by voters for spending tax funds on "unnecessary" functions such as recreation or libraries.

The following table shows the individual tax rates for 1967 and 1968 which resulted in the total county-wide rates of \$1.35 per \$100 valuation.

LEE COUNTY - TAX RATES

	<u>Tax Rate 1967</u>	<u>Tax Rate 1968</u>
<u>COUNTY-WIDE</u>		
County - General Fund	\$.1605	\$.1560
- Special Fund	.0800	.0785
- Veterans Office	.0060	.0055
- Public and Mental Health	<u>.1000</u>	<u>.1045</u>
Subtotal	\$.3465	\$.3445
- Poor Fund	.0100	.0095
- Welfare	.1150	.1120
- Debt Service	<u>.0875</u>	<u>.0860</u>
Total County	\$.5590	\$.5520
County School - Current expenses	\$.4535	\$.4535
- Capital outlay	.1250	.1225
- Debt service	<u>.1625</u>	<u>.1650</u>
Total County School	\$.7410	\$.7410
C.C.T. Institute	<u>\$.0500</u>	<u>\$.0570</u>
TOTAL COUNTY-WIDE	<u>\$1.35</u>	<u>\$1.35</u>
<u>SPECIAL DISTRICT</u>		
Sanford School District	\$.20	\$.20



RELIGION, MORALITY, AND KNOWLEDGE BEING NECESSARY TO
GOOD GOVERNMENT AND THE HAPPINESS OF MANKIND, SCHOOLS
AND THE MEANS OF EDUCATION SHALL FOREVER BE ENCOURAGED.

N. C. CONSTITUTION, ARTICLE IX, SECTION 1.

EDUCATION

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SANFORD CITY/LEE COUNTY
SCHOOLS

STATUTORY AUTHORITY

The responsibility for the administration and financial support of the public school system of North Carolina is divided between the State and local agencies. The State Board of Education, by terms of the State constitution and statutes, is vested with the authority to formulate broad educational and administrative policies and regulations and to apportion State school funds among the local school administrative units. Generally, all other authority and responsibilities relating to public school matters which are not specifically delegated to another agency are vested by law in the local boards of education.

FINANCIAL SUPPORT

Under the present system of financial support for the public school system, established in 1933, the State administers 80 to 85 percent of the operating funds. About 70 percent is provided through biennial appropriations from the General Assembly. An additional 10 to 15 percent is provided by the Federal government through the National Defense Education Act and vocational education programs. The remaining 15 to 20 percent is provided at the local level. Current operating expenditures for the Lee County systems are shown in the table on page 16.

Capital expenditure funds (for sites and school construction) are provided locally, although some supplements have been made by both the State and Federal governments.

The Board of County Commissioners, as the tax levying authority for the schools, has the authority to pass on annual budget requests of the school boards as well as the obligation to provide adequate local funds for the maintenance and operation of the public school system. The statutes, while requiring the Board of County Commissioners to provide funds in accordance with the approved budgets, give them some discretionary authority in determining what amounts are needed.

CURRENT EXPENDITURES BY SOURCE
OF FUNDS

	Lee County 1966-67	Sanford 1966-67	State of North Carolina 1966-67
Average Daily Attendance	3,539	3,657	1,106,900
Amounts Expended By Source			
State	\$1,056,763.83	\$1,037,209.87	\$232,696,487.40
Federal	263,565.34	196,291.83	72,666,558.40
Local	222,565.23	363,608.23	75,497,723.00
Total	\$1,542,894.40	\$1,597,109.93	\$471,860,768.80
Per Pupil Expenditure By Source			
State	\$298.60	\$283.62	\$292.43
Federal	74.47	53.56	65.65
Local	62.88	99.42	68.21
Total	\$435.95	\$436.71	\$426.29
Percent of Total			
State	68.5%	64.9%	68.6%
Federal	17.1%	12.3%	15.4%
Local	14.4%	22.8%	16.0%

Source: State Superintendent of Public Instruction,
Raleigh, N. C.

ORGANIZATION OF LEE COUNTY SCHOOLS

There have been two administrative units in Lee County since 1933 when the Sanford system became a separate administrative unit. The primary purpose of the separate units has been to provide a better level of education in the one with the supplemental tax levy. The boundaries of the Sanford unit have gradually changed since 1933. The school district map shows the current boundaries. The most recent additions to the district were effective in July, 1968, as the result of approval of voters in the annexed areas in March, 1968.

The two school boards have been criticized in the past for not planning together for overall school needs in the county. In 1967 the Lee County and Sanford City school boards were faced with critical needs, and to meet this problem a joint committee was formed by the two boards to plan for the overall educational needs of the county. The building programs developed by the two boards are designed to meet the current needs of the two school systems. The programs were presented to the Board of County Commissioners. The Commissioners approved the program and called for approval of the necessary \$5 million bond issue by the voters in September, 1968.

Improvements to be financed by the \$5 million bond issue are essential for the continued operation of the educational program in Lee County. The facilities are planned for the present administrative organization but will be also suitable for any future administrative reorganization such as merger into one unit.

The school systems have fallen seriously behind in provision of physical facilities and it is imperative that the proposed building program be approved and immediately executed.

The charts on pages 19 and 20 show the present and future organization of the two school systems. The county schools, including Wicker, have been operated as union schools with grades 1 through 12. When the Wicker area was annexed to the Sanford system the Wicker schools were also turned over.

In order to provide an adequate county high school program, the county will construct a consolidated high school in the vicinity of Tramway. The three existing county schools will be renovated as necessary to provide elementary facilities for grades 1 through 8. Two comprehensive high schools are necessary to serve the county. Once facilities in the city and county districts are equal, merger of the two systems is more likely to occur.

Sanford now has a partial community-middle-high school organization. The proposed organization will continue this concept. The community schools allow the smaller child to grow up in his own neighborhood in grades 1-5 and reduce the problem of transportation. The middle schools provide improved instructional programs for grades 6 through 8. Placing the last four grades at Central High School allows for more specialized instructional programs for these grades without duplication.

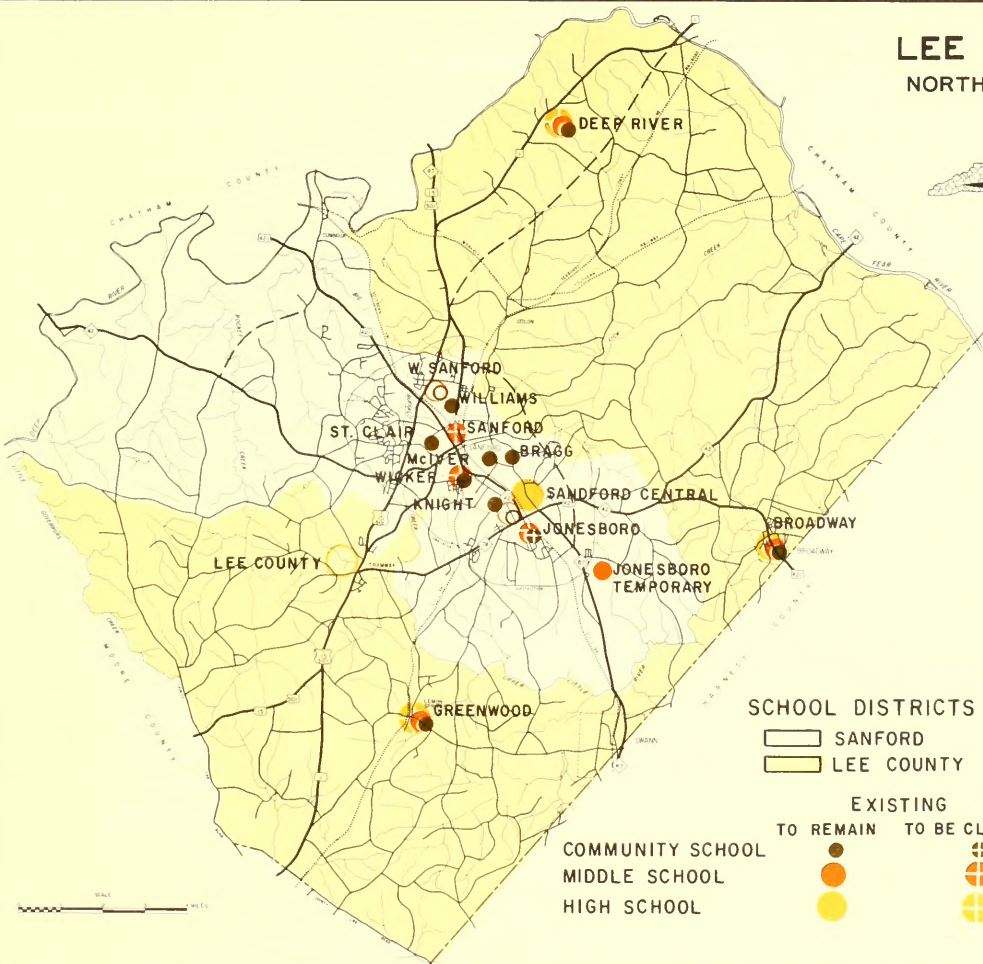
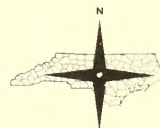
Under the proposed organizations, there will be no problem in consolidating the two systems. The existing and proposed high school facilities are well located to serve the county either as two separate systems or as two schools under one system at some future time.

The tables on pages 22-23 briefly present the existing facilities and scheduled improvements. General long-range plans for the individual schools are also indicated.

Lee Elementary School, a 27 room school constructed in 1952 and enlarged in 1961, was turned over to the Sanford Board of Education in 1968 when the Lee County Board of Education no longer needed the school facility. The Sanford Board of Education has made plans to use the school for both an interim location of the Jonesboro middle school and a pilot pre-school education center. After completion of the new Jonesboro school, the Lee Elementary School may be used entirely for a county-wide pre-school education center.

LEE COUNTY

NORTH CAROLINA



LEE COUNTY SCHOOL ORGANIZATION

PRESENT (1968-69)

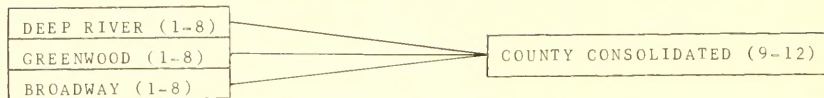
UNION

DEEP RIVER (1-12)
GREENWOOD (1-12)
BROADWAY (1-12)

FUTURE

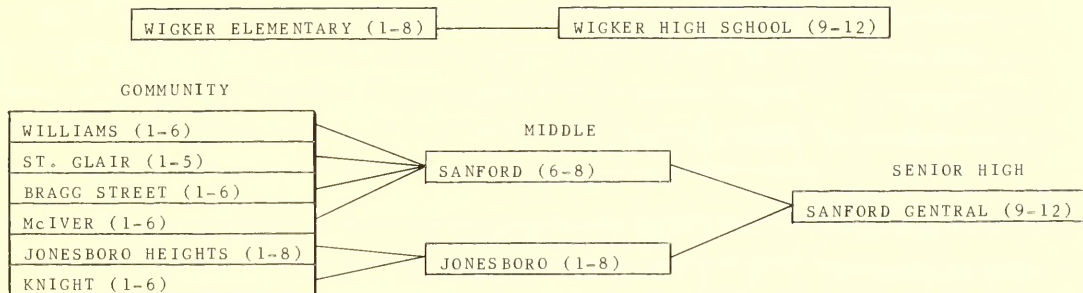
ELEMENTARY

SENIOR HIGH

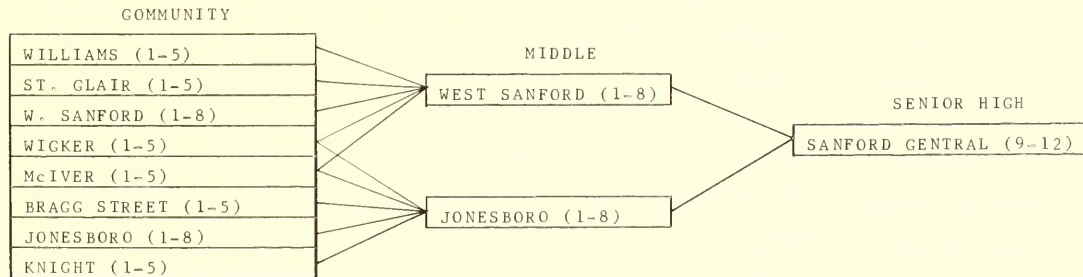


SANFORD SCHOOL ORGANIZATION

PRESENT (1968-69)



FUTURE



EXISTING AND PROPOSED FACILITIES

SCHOOL	ACRES IN SITE	GRADES	YEAR BUILT	TYPE BUILDING	CONDITION	SUITABLE FOR MODERN PROGRAM
LEE COUNTY DISTRICT						
BROADWAY	8	1-12	1947-66	Union School	Good	Yes
DEEP RIVER	14	1-12	1926 1949-65	Classrooms and office Class., cafe., aud., gym	Poor Good	No Yes
GREENWOOD	18	1-12	1928-34 1949-65	Union School Class., aud., cafe., gym	Poor Good	No Yes
CONSOLIDATED HIGH	(40-45)	-	-	----	--	--
SANFORD CITY DISTRICT						
WICKER HIGH SCHOOL	--	9-12	1927-34	Union School	Poor	No
WICKER ELEMENTARY	25	1-8	1950-65	Elementary School	Good	Yes
WARREN WILLIAMS	17	1-6	1958-65	Community School	Good	Yes
ST. CLAIR	5	1-6	1941-49	Community School	Fair	Yes
McIVER	4	1-6	1916	Elementary School	Fair	No
BRAGG STREET	18	1-6	1959-60	Community School	Good	Yes
FLOYD L. KNIGHT	12	1-6	1959-61	Community School	Good	Yes
JONESBORO HEIGHTS	14	1-8	1911-49	Elementary School	Poor	No
JONESBORO (1-8)	(35)	-	-	----	--	--
SANFORD (MIDDLE)	6	6-8	1924-56	Elementary School	Poor	No
WEST SANFORD (1-8)	(35)	-	-	-----	----	----
CENTRAL HIGH	77	9-12	1950-68	High School	Good	Yes

Source: Lee County, Sanford City School Survey, 1964.

PROPOSED IMPROVEMENTS

SITE			
GRADES	ADEQUATE	1968-70 IMPROVEMENTS	LONG-RANGE IMPROVEMENTS

1-8	No	Renovate classrooms and lunchroom	
1-8	Yes	Renovate classrooms, lunchroom and library	
1-8	Yes	Renovate classrooms, lunchroom and library	
9-12	--	Purchase site and build comprehensive high school	Add classrooms as needed

LEE COUNTY DISTRICT

BROADWAY

DEEP RIVER

GREENWOOD

CONSOLIDATED HIGH

-	--	Evacuate high school	----
1-5	Yes	----	----
1-5	Yes	Build cafeteria	Add classrooms as needed
1-5	No	----	(1975-80) Major renovation or replacement
1-5	No	----	(1970-75) Evacuate and replace at Bragg and Williams
1-5	Yes	Build classrooms, cafeteria and library	Add classrooms as needed
1-5	Yes	Build cafeteria	Add classrooms as needed
-	--	Evacuate and dispose of site	----
1-8	--	Purchase site and build school	Add classrooms as needed
-	--	Evacuate and dispose of site	----
1-8	--	Purchase site and build school	Add classrooms as needed
9-12	Yes	(See building program)	Add facilities as needed

SANFORD CITY DISTRICT

WICKER HIGH SCHOOL

WICKER ELEMENTARY

WARREN WILLIAMS

ST. CLAIR

McIVER

BRAGG STREET

FLOYD L. KNIGHT

JONESBORO HEIGHTS

JONESBORO (1-8)

SANFORD (MIDDLE)

WEST SANFORD (1-8)

CENTRAL HIGH

1968-70 BUILDING PROGRAM

The Sanford City and Lee County School Boards have developed detailed building programs requiring expenditure of \$5,398,531 to \$5,648,531 for capital improvements in the 1968-70 fiscal years. Following is a brief summary of the individual projects.

LEE COUNTY SCHOOL DISTRICT

1. New High School (\$1,750,000 - \$1,900,000)
 - I. Site (40-45 acres)
 - II. Physical Plant
 - III. Outside Areas
 - IV. Equipment and Furnishings
2. Elementary Schools (\$400,000 - \$500,000)
 - I. Broadway
 - A. Renovation of Classrooms
 - B. Renovation of Lunchrooms
 - II. Deep River
 - A. Renovation of Classrooms
 - B. Renovation of Lunchroom
 - C. Renovation of Library
 - III. Greenwood
 - A. Renovation of Classrooms
 - B. Renovation of Lunchroom
 - C. Renovation of Library

SANFORD CITY SCHOOL DISTRICT

1. Central High: Renovate cafeteria for use as library (\$69,500)
2. Central High: Renovate library for administrative offices and add 3 guidance rooms (\$23,800)
3. Central High: Improve physical education facilities by adding dressing rooms, classroom, storage, offices and janitors closet (\$69,695)
4. Central High: Add two vocational classrooms and laboratory for Home Economics cottage (\$54,180)
5. Jonesboro Community and Middle School (\$1,177,488)
 - I. Site (35 acres)
 - II. Physical Plant

- III. Outside Areas
- IV. Equipment and Furnishings
- 6. West Sanford Community and Middle School (\$1,286,864)
 - I. Site (35 acres)
 - II. Physical Plant
 - III. Outside Development
 - IV. Equipment and Furnishings
- 7. Bragg Street: Convert multi-purpose room to two classrooms, add two classrooms, library, and cafeteria (\$128,600)
- 8. Floyd L. Knight: Add cafeteria (\$101,977)
- 9. Warren Williams: Add cafeteria (\$101,977)
- 10. Warehouse (\$25,000)
- 11. Central High: Convert multi-purpose room in science wing to general science laboratory (\$15,000)
- 12. Landscaping, curbs, gutters (\$50,000)
- 13. Central High: Add wing with 12 classrooms (\$144,450)

LONG-RANGE NEEDS

The detailed building program is designed to meet the current needs of public education in Lee County. It does not include any large margin for growth.

The following table shows the recent growth of the two school systems. Even without detailed population projections and analysis it can be assumed that the school population will continue to increase as the county grows in population. In order to accommodate this growth the county should plan to add the equivalent of 5 classrooms per year. Most of this growth can take place as additions to the existing or proposed schools. In 10 to 15 years, additional elementary or community school sites may be required. It may also be advisable to add one or two more middle schools when both systems adopt the 5-3-4 concept.

SANFORD/LEE COUNTY ENROLLMENT

<u>Year</u>	<u>Total Enrollment</u>	<u>Increase From Previous Year</u>	<u>Classrooms* Required</u>
1959-60	6,994	---	---
1960-61	7,214	220	8-9
1961-62	7,294	80	3-4
1962-63	7,405	111	4-5
1963-64	7,589	184	6-7
1964-65	7,786	97	3-4
1965-66	7,733	47	2
1966-67	7,825	92	3-4
1960-67	Total Increase	831	28-34
1960-67	Annual Average	119	4-5

* 25-30 pupils per classroom. Other facilities not included.

The Board of County Commissioners should annually appropriate funds sufficient to construct new school facilities for increasing school enrollment. These funds can go into a capital-reserve fund to be used for the specific capital improvements required by either school system.

In addition to the building requirements for increased enrollment, the school systems will also need to replace deteriorated or outmoded facilities. These needs are indicated in the table of existing and proposed facilities on page 23. The useful life of most public buildings is about 40 years. This is due to normal deterioration and wear. After 35 to 40 years of use a building requires major renovation to provide minimum conditions. Buildings also require replacement or major remodelling due to changes in the functions of the buildings. Educational programs have changed greatly in the recent past but the local school systems have often been unable to adopt these improved programs because existing facilities are not suited to them.

GENERAL STANDARDS FOR SCHOOL SITES*

Type School	Site Size
Elementary	Minimum of 10 acres plus an additional acre for each 100 pupils of projected ultimate maximum enrollment.
Middle or Jr. High	Minimum of 20 acres plus an additional one acre for each 100 pupils of projected ultimate maximum enrollment.
Senior High	Minimum of 30 acres plus an additional acre for each 100 pupils of projected ultimate maximum enrollment.

* Guide for Planning School Plants, National Council on Schoolhouse Construction, 1964, East Lansing, Michigan.

CENTRAL CAROLINA TECHNICAL INSTITUTE



The Central Carolina Technical Institute was established as the Lee County Industrial Education Center in 1962 and was raised to the technical institute level on October 2, 1965. The Institute operates under provisions of the General Statutes of North Carolina, Chapter 115-A, passed by the Legislature in 1963. It is one of more than 20 such institutions operated by the state under the direction of the Department of Community Colleges and is administered by a local Board of Trustees. Four trustees each are appointed by the Board of County Commissioners, the County School Board, and the Governor.

The purpose of the Institute is to provide trade and technical training and general adult education for the residents of Central North Carolina. The Institute maintains an open-door admission policy for all adults, both high school graduates and school leavers 18 years old or older. The Institute operates on a twelve month basis and is open from 8:00 a.m. to 10:00 p.m. on weekdays. Curriculum courses are held at the Institute; upgrading and general adult courses are held both at the Institute and at other locations.

The Institute is located on a 26 acre site on Kelly Drive off Nash Street east of Sanford. The main building, begun in 1961 and enlarged in 1963, comprises 36,000 square feet. A permanent shop building of 8,000 square feet was completed in January, 1967. All of these buildings were constructed with county funds. A science building of 11,000 square feet, completed in 1968, was constructed with funds provided by the State and Federal governments. Foreseeable future requirements are a new library-learning center and additional classroom buildings. Paved parking space for students and staff is provided.

The Lee County Board of Commissioners provided the County Home for the Institute in 1964. Following renovation by students and maintenance personnel, the County Home was renamed the Adult Education Center. The Institute also operates adult and vocational education programs at extensions in Harnett and Chatham Counties.



Central Carolina Technical Institute is financially supported by the Federal, State and County governments and student fees. Federal and State funds are administered by the Department of Community Colleges. The State is responsible primarily for administrative and instructional personnel and supplies and materials. The County is responsible for acquisition of land and erection, operation, and maintenance of buildings. Students bear about twenty percent of the cost of operation through tuition and fees.

State and Federal financing of the science building reflects the trend of increased state responsibility for the community college program. As the program grows in Sanford and throughout the state, State and Federal assistance will be necessary to provide facilities as well as operating expenses. The county will probably continue to be responsible for acquisition of additional land and maintenance of facilities as well as construction of some new facilities. However, State and Federal funds may be available for construction of some of the major improvements needed.

The 26 acre site occupied by the Institute appeared to be adequate for the foreseeable requirements at the time it was established in 1962. Since that time, the Industrial Education Center became a part of the Community College System and the name was changed to the Central Carolina Technical Institute. The Institute is steadily increasing its program to provide training and adult education for area residents and employers. This growing program will require additional grounds and buildings, and the county should acquire additional land adjoining the present site. Land surrounding the Institute is still agricultural and should be purchased by the county before values are increased greatly by urban development. A site of 100 acres may eventually be necessary for the variety of programs and facilities possible under the Community College System.

"The governing body of any county or municipality may in its discretion, establish and support a free library, using for such establishment and support any nontax revenues which may be available for such purposes . . . Property taxes may be used for the support of public literary services when the approval of the voters for the levy of a tax has been approved as provided in Section 160-72 . . . (G. S. 160-65)"

The Lee County Library began in 1905 with the purchase of 12 books by the Sanford Literary Club. The library became a county institution in 1933, with funds appropriated by both Sanford and Lee County. The library now occupies a two-story building with 4,000 square feet of floor space. It is located on Steele Street at the north edge of the Sanford business district. Small branch libraries are located in Sanford and Broadway. The library operates a bookmobile which serves communities and rural areas throughout the county. The library is governed by a Board of Trustees appointed by the Board of County Commissioners.

The operation of the library is supported as follows:

	1966-67 <u>Revenue</u>	1967-68 <u>Budget</u>
Lee County	\$31,200.00	\$32,400.00
City of Sanford	3,000.00	3,000.00
State Aid	5,666.50	6,771.00
Federal Aid	<u>5,234.50</u>	<u>5,139.00</u>
Subtotal	\$45,101.00	\$47,310.00
Fines and Miscellaneous	<u>1,964.00</u>	<u>1,500.00</u>
TOTAL	\$47,065.00	\$48,810.00

Local governmental library support can come from only two sources: (1) a tax levied with the approval of the people; (2) non-tax revenues. Neither Sanford nor Lee County have approved a special library tax so local governmental support is limited to non-tax revenues

The following table shows the existing services and facilities provided by the Lee County Library and the minimum standards established by the American Library Association.

Lee County Library 1966-1967	Minimum Standards For Lee County Branch**	Regional System* Region Total
30,000	30,000	150,000
\$47,065.00	\$105,000.00	\$525,000.00
1.57	3.50	3.50
4,000	15,000	---
.13	.50	---
43,233	60-120,000	300-600,000
1.4	2-4	2-4
4,584	5,000	25,000
3,738	---	---
50	120	600
1/600	1/250	1/250
101,936	---	---
3.4	---	---
4	25	75
(1/7,500)	(1/2,000)	(1/2,000)
1	5	25
(1/30,000)	(1/6,000)	(1/6,000)
73	---	66-72

* Minimum Standards For Public Library Systems, 1966, American Library Association, Chicago: (1967).

** Based on ratio of county population to regional population.

SERVICE POPULATION

OPERATING BUDGET (TOTAL)
PER PERSON

LIBRARY BUILDING

TOTAL SQUARE FEET
SQUARE FEET PER PERSON

COLLECTION

TOTAL VOLUMES
VOLUMES PER PERSON

VOLUMES ADDED PER YEAR

TITLES ADDED PER YEAR

PERIODICAL SUBSCRIPTIONS

PERIODICALS PER PERSON

CIRCULATION

TOTAL VOLUMES
VOLUMES PER PERSON

STAFF

TOTAL STAFF
(RATIO)

PROFESSIONAL LIBRARIANS
(RATIO)

HOURS OPEN PER WEEK

The Lee County Library has made substantial improvements in the last decade with acquisition of the library building, increases in the budget, and a commendable book acquisition program. This has been made possible by above state average per capita expenditures for the Lee County Library.

The factor now preventing major improvement of library services is the relatively small population of the area served. The North Carolina Library Association recommends a minimum service population of 50,000 while certain grants administered by the N. C. State Library are made only to county libraries serving a population of 50,000 or more or a regional library serving 75,000 or more. These minimum service populations are substantially lower than the 150,000 recommended by the American Library Association.

The N. C. State Library recommends the establishment of regional library systems as the most economical way of improving library services. Following are some of the advantages.

Library Materials

- 1) The minimum basic collection of 100,000 volumes is difficult to achieve for small systems.
- 2) Most small libraries cannot afford to subscribe to the recommended minimum number of periodicals.
- 3) Small libraries can provide only a token number of special audio-visual materials and equipment.

Personnel

A larger regional library can provide the variety of staff for special services and can more efficiently administer routine services.

Physical Facilities

- 1) Seldom used materials may be stored in a central location where they are available to all librarians in the system. This releases spaces in the local libraries for more currently useful material.

- 2) A larger system can provide a larger, more efficient bookmobile service.
- 3) A larger system can also provide more specialized equipment which may be too expensive for small county library systems.

Expansion of staff services offered by the library will probably depend upon participation in a larger regional library system. Personnel grants administered by the State Library are available only for larger county and regional library systems. At the present time there are two regional library organizations which Lee County could join to its own advantage: the Sandhills Regional Library system to the south with its headquarters at Rockingham; and the Central N. C. Region to the northwest which has its headquarters in Burlington. Harnett County to the east is not yet in a regional system. However, a joint Lee-Harnett Library would not improve the Lee County Library at this time due to the low level of support for the Harnett County Library. Therefore, Lee County could provide better service for its relatively small population by joining either of the two existing regional library systems.

The library building is overcrowded and the two story arrangement is not conducive to efficient supervision. The library is partially a victim of its successful program, by having increased both its collection and participation by Lee County residents. The library is in a convenient location at the edge of the Sanford business district but there is little room for expansion at this location. A new site adjacent to the business district should be acquired for future construction of a larger library.

The N. C. Library Association recommends that facilities be planned for a minimum of 20 years' growth of the system. The 1985 population estimate for Lee County is 37,700, so library facilities should probably be planned to serve a local population of approximately 40,000. With current recommendations for library facilities the library

should now have 15,000 square feet and allow for expansion to 20,000 square feet.

Future plans for the library will have to consider both the central library and service to communities and rural areas outside of Sanford. The small branch library in Sanford will probably be closed as soon as space is available in the main library to house the additional books. Due to critical needs for improvements in schools and county office buildings, the library will have to remain in its present quarters for several years. There is space within the existing building to expand a little. The basement and some additional space on the second floor can be remodelled to meet immediate space needs.

The library's policy of servicing rural areas also needs examination and possible revision. Areas outside of Sanford are now served by the branch located in the Broadway Town Hall and a bookmobile. The 1958 bookmobile will soon need replacement and a rural service policy should be established before it is replaced. There is less demand and need for bookmobile service with increased mobility of rural residents. Bookmobile service could most efficiently be provided by a larger regional library system. If Lee County does not become a part of such a system before the existing bookmobile has to be replaced, the county could contract with one of the regional library systems for bookmobile service one day per week.



SAFETY

REFERENCES

FIRE PROTECTION

"Fire Prevention Code", (Abbreviated Edition), American Insurance Association, New York, N. Y. (1965).

"General Provisions Pertaining to Public Fire Defenses for Communities With Limited Water Supply", N. C. Fire Insurance Rating Bureau, Raleigh, N. C. (Revised November, 1964).

Ben F. Loeb, Jr., "Report to the Committee on Fire Protection", Institute of Government, University of North Carolina at Chapel Hill, Chapel Hill, N. C. (December, 1966).

LAW ENFORCEMENT

James C. Harper, "County Detention and Penal Facilities", (Chapter 14, County Government in North Carolina).

James C. Harper, "Law Enforcement", (Chapter 12, County Government in North Carolina).

Norman E. Pomrenke, "Law Enforcement in Lee County", Institute of Government, University of North Carolina at Chapel Hill, Chapel Hill, N. C. (1967).

Jail Standards (to be published, 1968), N. C. Department of Public Welfare, Raleigh, N. C.

Fire protection has long been an important function of municipal governments. Where people live closely together, every fire poses a threat to the entire community. In rural areas only the owner or occupant of an isolated building is affected. Thus, the density of development determines community fire protection needs. Property values affect the possible level of fire protection since municipal or county support depends primarily on property taxes.

Effective fire protection is related to the distance from the location of the fire company to the fire. The N. C. Fire Insurance Rating Bureau, through its fire insurance rates, maintains that there is no recognizable value in fire companies located more than 3 miles from a fire or 4 miles if certain additional conditions are met. This is due to the time involved in getting the firemen prepared and then traveling to the fire.

Early urban fire protection first took the form of spontaneous "bucket brigades" and later volunteer fire companies. The manpower need is infrequent and in many cases it is too costly to maintain an adequate full-time staff for the occasional fire. Citizens with special training can respond to an alarm when the need arises, thereby partially eliminating the need for full-time paid firemen. Only in high density areas where there is a lot of high value property within the feasible service area can a fire company justify paying a complete staff.

Under the General Statutes of North Carolina, fire protection may be provided by cities, counties, rural fire protection districts, and sanitary districts. In addition, it is possible to form volunteer fire departments, both incorporated or unincorporated on a non-governmental basis.

Cities. Municipalities have authority to furnish fire protection within the corporate limits as a public purpose and necessary expense from general tax revenues. In addition, cities are authorized to provide for "protection against fire of property outside of the city limits, and within such area as the governing body may determine, not

FIRE PROTECTION

STATUTORY FRAMEWORK

exceeding a boundary of two miles from the city limits, under such terms and conditions as the governing body may prescribe." (G. S. 160-238). Cities also have power "to agree to furnish and to furnish protection against fire of property within an area of not more than twelve miles from the city limits upon such terms as such governing body may determine." (G. S. 160-238).

A municipality may also contract with a county to furnish fire protection either within that county (G. S. 69-14 to 69-25) or within a rural fire protection district established in the county (G. S. 69-25.5, 69-25.6).

Counties. A county may contract for a city to furnish fire protection to the county residents (G. S. 69-14 to 69-25). It may also contract with a city or with an incorporated nonprofit volunteer fire department, or the State Department of Conservation and Development, for protection within a rural fire protection district established in the county (G. S. 69-25.5).

Pursuant to the provisions of G. S. 153-9(39), a county may (a) "provide for the organization, equipment, maintenance and government of fire companies and fire department"; and (b) "in its discretion, may provide for a paid fire department, fix the compensation of the officers and employees thereof, and make rules and regulations for its government."

The county may also appoint a county fire marshall, whose duties may include: (1) the coordination of all fire fighting activities in the county which are within the jurisdiction of the board of commissioners; (2) the coordination of all fire prevention activities in the county which are within the jurisdiction of the board of commissioners; and (3) the making of inspections and reports of the public schools required by Article 17, Chapter 115, of the General Statutes (G. S. 153-9(39a)).

Rural Fire Protection Districts. Article 3A of General Statutes, Chapter 69 provides for the organization of rural fire protection district. Essentially, these are special districts, created by an election following a

petition, in which the county commissioners are authorized to levy special taxes (not to exceed \$0.15 on the \$100 valuation) for provision of fire protection. Protection may be furnished: (1) under contract with a city, a volunteer fire department, or the Department of Conservation and Development; or (2) by a county fire department; or (3) by creation of a fire department within the district.

The Lee County Fire Protection Ordinance was adopted by the Board of County Commissioners in 1954. The ordinance established a Fire Commission composed of one county commissioner, the chief of the Sanford Fire Department, and the Lee County Director of Civil Defense. Among the duties of the Fire Commission is the annual inspection of each fire department. Each department receives \$100 per month if they meet the requirements of the ordinance.

Fire protection is provided by the Sanford City Fire Department and five rural fire departments. In addition to mutual aid agreements within the county, the departments have mutual aid agreements with Raleigh and Fort Bragg departments for major fires.

The Sanford Fire Department has seven paid and thirty volunteer firemen and maintains two stations. A new station at Hawkins Avenue and Weatherspoon Street will replace the City Hall station. Station No. 2 is located at Horner Boulevard near the Courthouse. All areas within the Sanford corporate limits have been assigned a classification of NB6 by the N. C. Fire Insurance Rating Bureau.

All telephone reports of fire occurring anywhere in the county are received by the constantly-manned city department. If the fire is outside the city, the appropriate rural department is alerted by a remotely operated alarm, and then notified by radio of the location of the emergency.

The five rural fire departments are described in the following table. Station locations and the districts covered are shown on the following map. Occasionally, a fire will occur which is not within either Sanford or the

FIRE PROTECTION IN LEE COUNTY



boundaries of a rural fire protection district. In such case, the rural fire department located nearest the scene of the fire normally answers the call.

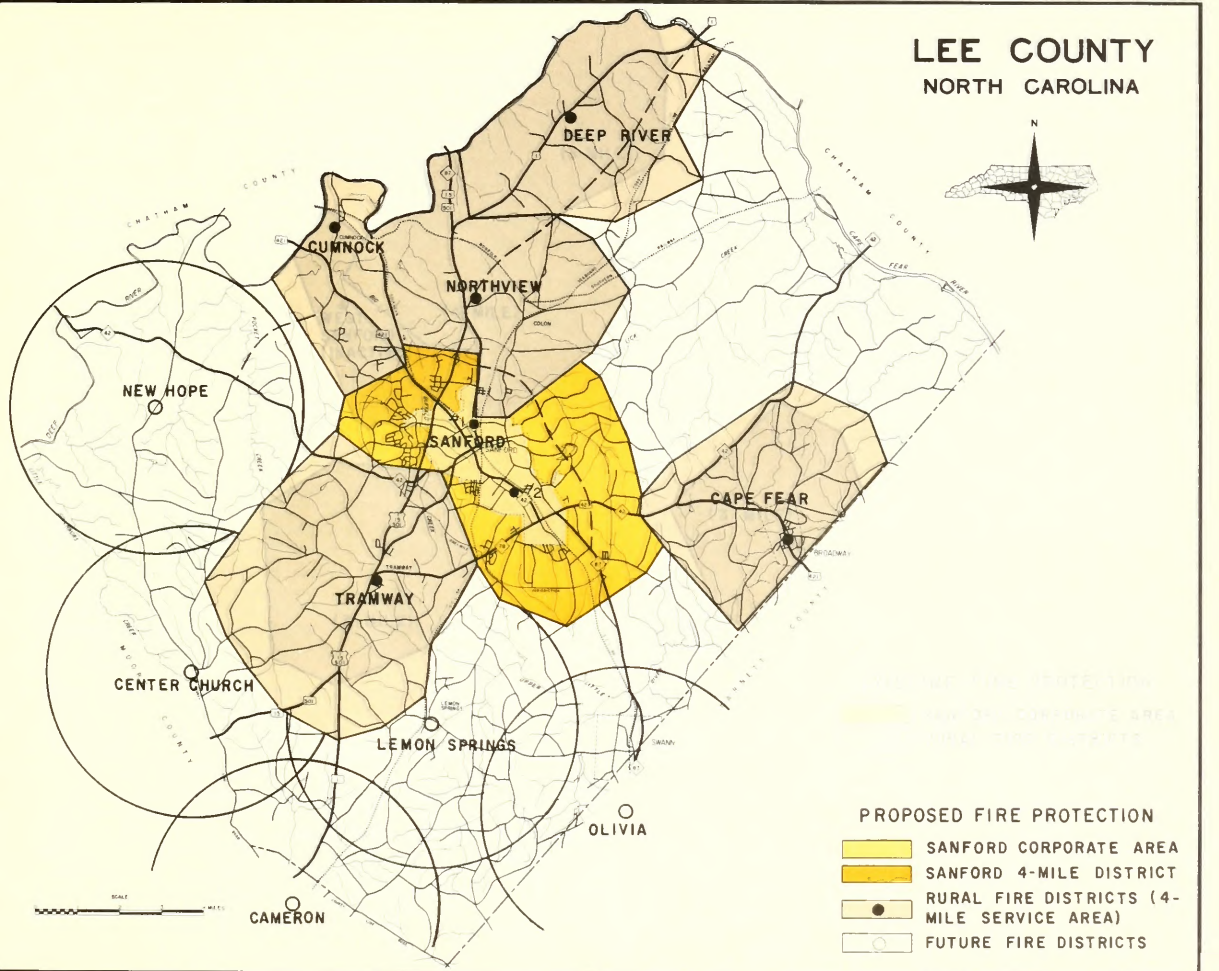
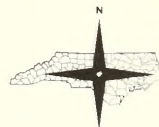
RURAL FIRE PROTECTION IN LEE COUNTY

District and Rating	Station	Vehicles				Pump	Tank	Personnel*			
		Year	Make	Model	Capacity	Capacity	Total Active	Average Response		Response	
								Day	Night	Training	
Deep River 9A, 3-mile	2-bay, cinder block, gas heat	1953	Chevrolet	1½ ton	400 gpm	500 gal	28	8	16	18	
		1947			200 gpm	1000 gal					
Cumnock** (9A, 3-mile)	2-bay, frame, oil heat	1946	Ford		500 gpm	500 gal					
		1924	American LaFrance		1000 gpm	600 gal					
Cape Fear 9A, 3-mile	2-bay, cinder block, gas heat	1966	Ford	John Beam	750 gpm	600 gal	30	7	9	8	
		1953	Ford	Howe	125 gpm	600 gal					
Tramway 9A, 3-mile	2-bay, brick veneer, gas heat	1953	Ford		300 gpm	500 gal	25	10	15	15	
		1952	Chevrolet		125 gpm	1000 gal					
Northview 9A, 4-mile	2-bay, brick, gas heat	1964	GMC		750 gpm	500 gal	25 (5 member traffic squad)	12	14	22	
		1947	Ford tanker		80 gpm	1000 gal					

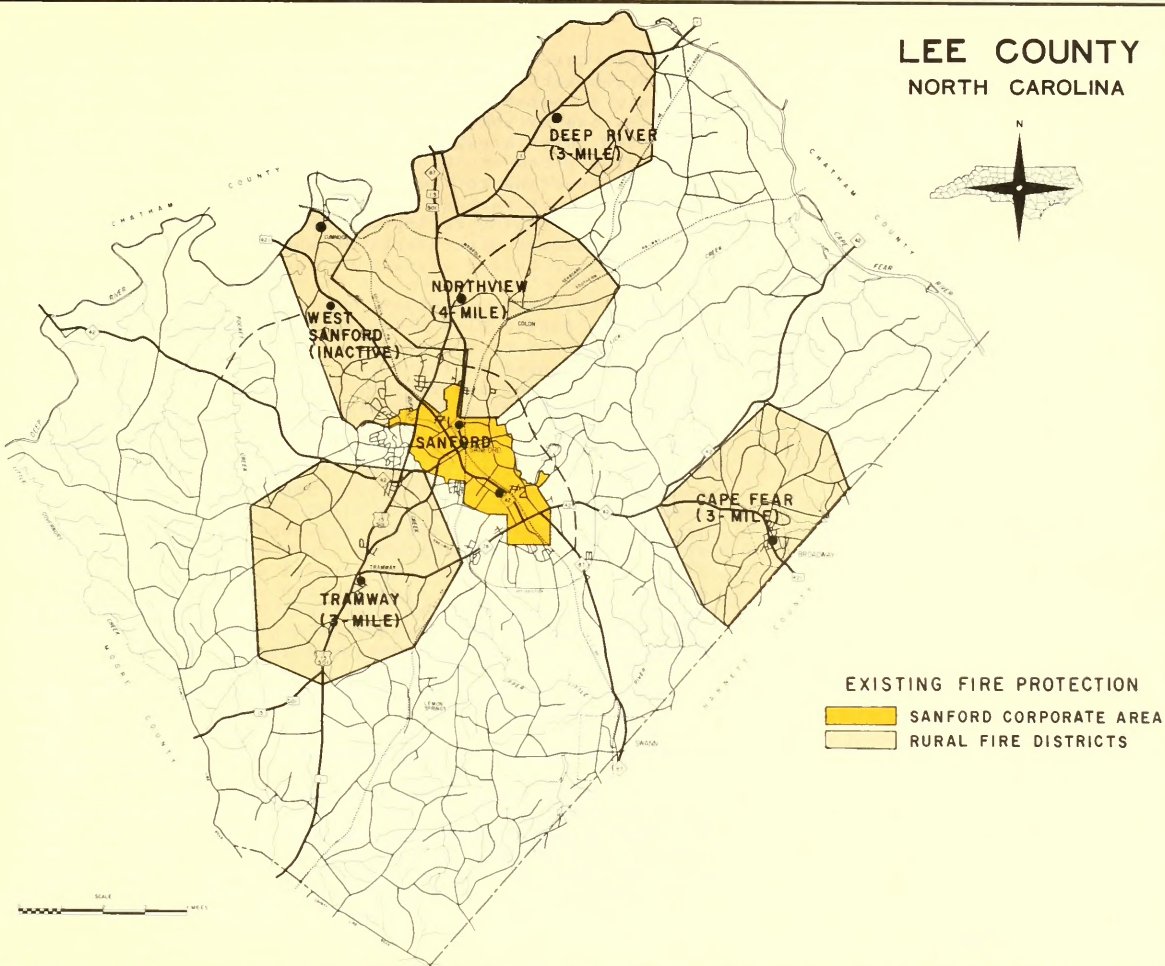
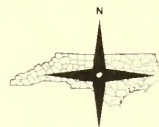
* All rural fire departments in Lee County are volunteer departments.

** The Cumnock fire district was organized in 1968 to replace the inactive West Sanford fire department. Communications equipment is located in Cumnock and a fire station will be constructed for vehicles.

LEE COUNTY NORTH CAROLINA



LEE COUNTY NORTH CAROLINA



The North Carolina Fire Insurance Rating Bureau is a statutory organization which classifies fire protection services in order to establish fire insurance rates. The N. C. F.I.R.B. has established classification standards for both urban and rural areas. Public protection classifications range from a low of 10 (no protection) to 1. Premiums are reduced according to the level of fire protection indicated by the district rating. The N. C. F.I.R.B. inspects fire departments wishing to improve their district classification and advises departments on what improvements are necessary for better classifications.

The N. C. F.I.R.B. pamphlet, "General Provisions Pertaining to Public Fire Defenses for Communities With Limited Water Supply," includes the minimum standards for the fire defenses of towns and legal fire districts which do not have water systems available for fire protection. The primary planning consideration is the area which can be effectively covered from one fire station. Boundaries are based on the time it takes to notify the department and firemen of the fire, the time it takes for volunteers to report to the station, and the time to travel from the station to the scene of the fire. N. C. F.I.R.B. experience shows that travel distance should not exceed 3 miles over all-weather roads. Thus the boundaries of a district should be such that travel distance over all-weather roads from the fire station should not exceed 3 miles to any point in the district. The boundaries of a fire district may be extended to 4 miles if the department provides the following additional items:

- 1) One or more tank trucks with 1,000 or more gallons of water.
- 2) A superior alarm system.
- 3) Self-contained breathing apparatus.
- 4) A special traffic division.

The area of Lee County included in rated fire districts and thereby receiving adequate fire protection is relatively small. However, provision of "adequate" fire protection as defined by the N. C. F.I.R.B. would be difficult to achieve in some portions of Lee County due to the low density of development. Some areas would have neither enough people to staff a volunteer department nor great enough property valuation to support a fire department. Thus, some rural areas will probably have to remain without the "adequate" fire protection of a rated district.

There are large areas which are densely developed but do not yet have fire protection. These are suburban areas around Sanford which are not within the rural fire districts.

Fire departments in Lee County answer fire calls outside of their districts since at least one department usually answers every call received. This provides a certain level of fire protection throughout the county. However, individual departments should be careful not to jeopardize the level of fire protection within their districts by taking all men and equipment to answer calls outside of their district. Minimum levels of men and equipment should be retained within districts when answering outside calls.

All five rural fire departments have been approved as indicated by their 9-A ratings. Training varies among the departments and most should have greater participation in training programs. The Lee County Fire Association is undertaking a county-wide series of training programs sponsored by the N. C. Department of Insurance. The county-wide program will make available a wider range of training at more frequent intervals to individual firemen in all departments.

Firemen need practical experience in these training programs and abandoned buildings should be made available to them for this purpose. Under proper supervision, firemen can receive valuable experience in burning these buildings and this will also safely get rid of many dangerous and unsightly buildings at no cost to the property owner.

BROADWAY

The Town of Broadway now has a public water system which could be used for fire fighting. The fire insurance classification could be improved in Broadway and insurance premiums thereby substantially reduced. The Cape Fear Fire Department should be reorganized so that Broadway's classification can be improved. There are several ways this can be done:

- 1) Establish a separate town fire department by municipal ordinance to serve the town. The rural department would continue to serve the rural portion of the district.
- 2) Establish a town fire department divided in two sections; one trained and reserved for using the town equipment on town fires where hydrants are available; and the rural section trained and reserved to fight fires in rural areas where water supply is limited.
- 3) Establish a town fire department created by town ordinances, but the members would also form a corporation to provide protection for the rural areas. Two sections and related equipment would also be necessary as in the second alternative.



In order to provide the best possible protection for the incorporated area with the minimum of organization problems, the Town of Broadway should establish their own fire department independent of the rural fire department. The other alternatives would be acceptable if the proper arrangements can be made.

IMPROVING COUNTY FIRE PROTECTION

One way of immediately increasing the coverage of fire protection is for all departments to increase their districts to the four mile limits. All have the necessary equipment and the county has the necessary communication system. Each department should organize the necessary traffic control squad and then apply for extension to the four mile limit. The extended coverage is shown on the fire protection map.

Some built-up areas should organize new fire departments. Possible locations and districts are shown on the map. Fire protection in these areas will depend on the financial support and volunteer effort necessary to establish and maintain a rural volunteer fire department. Personnel of the N. C. Fire Insurance Rating Bureau, the N. C. Department of Insurance, and the local fire departments can advise interested persons in how to establish a fire department.

The major problem area is the built up fringe around Sanford which is not within the Northview, Cumnock and Tramway districts. Probably, the best way of providing protection for this fringe area is to contract with the City of Sanford for it. The Sanford Fire Department probably would have to be provided with some additional equipment and personnel. If corporate limits are ignored, the Sanford Fire Department could serve a much larger area from existing fire stations with little additional equipment and personnel. Of course, property owners outside of Sanford would have to pay for this protection through establishment of a fire protection district and approval of a tax levy. Provision of fire protection in the Sanford fringe by the Sanford Fire Department would make annexation easier and planning for the Sanford Fire Department more efficient.

It may not be financially feasible to provide "rated" fire protection for the entire county, but the county should be able to provide some fire protection. No place in the county is more than 10 miles from an existing fire station. The existing departments could provide some fire protection to the entire county if they had sufficient equipment and personnel. However, since support of the existing departments is almost entirely from within the districts, financial responsibility for extended service should not be placed upon the districts. One possible arrangement would be for the county to supply the duplicate equipment needed by a department to answer fire calls outside their district. The county should also make additional allowances for the increase in operating expenses. Under this arrangement the property owners within a

COUNTY-WIDE FIRE PROTECTION

district would be responsible for providing equipment and facilities for their own "rated" fire protection. The county would pay for operating expenses as well as providing equipment needed for fire protection outside the districts.

Initially, Northview, Tramway, and Cape Fear fire departments could be designated as county-wide departments. These three are the most advantageously located and could probably provide the necessary volunteer firemen.

FINANCIAL SUPPORT

All rural fire departments in Lee County have been established through volunteer effort and are still maintained primarily by the volunteer firemen and donations. The county appropriates \$1,200 annually to each department but this is a small proportion of the total funds necessary. Much of the volunteer fireman's time is spent raising money from barbecue dinners and other fund raising schemes. State legislation provides for tax levies within fire districts upon approval of the district voters. Approval of tax levies for fire protection in all districts would provide for wider, more equitable support of the fire departments and enable the firemen to spend their time preventing and fighting fires. The establishment of a fire tax district around Sanford would be essential if the county were to contract with the city for fire protection in this area. Lower insurance premiums often offset the small individual tax levy.

COUNTY FIRE MARSHALL

It is recommended that a fire marshall be appointed for Lee County. The fire marshall would coordinate all fire fighting and fire prevention activities within the jurisdiction of the county commissioners. Specific duties would include:

- 1) Aid organization of new districts.
- 2) Make periodic inspections of all rural departments.
- 3) Act as training officer for rural departments.

- 4) Inspect public schools and other places of public gathering.

The fire marshall could also cooperate with the Sanford Fire Department in maintaining the central fire call service to notify the proper rural fire department.

A vital element of fire protection is the adoption and enforcement of a fire prevention code. It is better to prevent the occurrence of a fire than to attempt to limit property loss after a fire has started. Prior to 1965 counties did not have authority to adopt such a code, but legislation now provides for codes which have the force of law in all areas of the county outside of municipalities. The need for a fire prevention code is not limited to the city and the county should adopt a county fire prevention code and provide for its enforcement. Inspection duties should probably be assigned either to the county fire marshall or to the county inspection department and one inspector assigned to this job.

FIRE PREVENTION CODE

LAW ENFORCEMENT

County law enforcement generally means enforcement of State laws by county officers; for except in certain cases, the county makes no laws which are enforced by general law enforcement officers. Counties in North Carolina have no general law-making powers, yet a substantial portion of the county revenue is spent on law enforcement each year.

As the governing body of a county, the Board of County Commissioners sits in a position with respect to the government of the county similar to that of the General Assembly with respect to the government of the State and that of the board of aldermen with respect to the government of the city. But there is one major difference: the General Assembly declares State criminal law and provides for its enforcement; the board of aldermen enacts city ordinances and provides for their enforcement; while the Board of County Commissioners bears only the responsibility for enforcement of the criminal laws within the county.

Primary responsibility for law enforcement within the county is vested in the sheriff. The office of sheriff is established by the Constitution and is there made mandatory that the office be kept filled at all times. (N. C. Const. Art. VII, s. 5). The sheriff is responsible for both criminal law enforcement and execution of civil matters. Civil duties often take up the major portion of the sheriff's time. The sheriff also has the power to appoint deputies to assist him. However, the Board of County Commissioners is responsible for appropriating the necessary funds for the deputies.

LAW ENFORCEMENT IN LEE COUNTY

County-wide law enforcement officers include the sheriff's department, the local Alcoholic Board of Control officer, the medical examiner, and the State Highway Patrol. The Sanford Police Department provides police protection within the City of Sanford. Military police from Fort Bragg also assist the Sanford Police Department on weekends.

The sheriff's department was enlarged in 1968 to include the following:

Sheriff.....	1
Chief Deputy.....	1
Deputies.....	8
County Dog Warden.....	1
Total	<u>11</u>
Head Jailer.....	1
Jailers.....	3
Total	<u>4</u>

The department has one secretary who handles all records and the communications system during the day. The secretary is a sworn officer in order that she may work with female criminals. The A.B.C. officer, the medical examiner, and the five State Highway Patrol officers assigned to Lee County have specific functions in relation to law enforcement and are not included in this discussion.

The sheriff's department is located in the courthouse. Facilities include a small reception-office area, the sheriff's office, and the deputies room. The department has its own radio system, operated by the secretary during the day and by the jailer at night. The county provides five cars used by deputies for calls during the day and for patrolling at night.

The primary function of the sheriff's department is answering calls for service and serving papers. It does not issue traffic citations or investigate traffic accidents. Records show that the greater amount of the department's activity is concerned with civil duties rather than police protection. The eight deputies are divided among three shifts. Four deputies are on the first shift, and two on the second and third shifts. On the second and third shifts one car with the two deputies is on patrol. The deputies work county-wide and are the only county law enforcement officers immediately available at that time for the approximately 16,000 people living outside of Sanford. During the day the sheriff, the chief deputy, and four deputies are available for both civil and criminal activities.

STANDARDS

The Federal Bureau of Investigation generally recommends a ratio of 1.5 to 2.0 law enforcement officers per 1,000 population. This recommendation does not refer to either urban or rural situations or to the specific conditions of the community. Rural areas may not require as high a ratio of officers to total population since the opportunity for crime is not as great. However, the current level of police protection in rural areas of Lee County is obviously not adequate. This is especially true for built up areas around Sanford and the communities of Broadway, Tramway, Northview, Colon, Cumnock, and Lemon Springs. If the F.B.I. standards were applied county-wide, a total of 45 to 60 law enforcement officers would be required for the current population of 30,000. Sanford has 27 sworn police officers, giving the county a total of 38 law enforcement officers. Thus an additional 7 to 22 law enforcement officers would be required to meet F.B.I. recommendations. The additional officers would be required primarily for rural and suburban police protection.

Civil duties. The sheriff's department currently spends most of its time on civil duties. Most civil duties are related to the operation of the courts and the greatest requirement for civil services occurs when the courts are in session. Recently, the courts in Lee County have been in session for an average of two or more weeks each month. When the new district court begins operation in December, 1968, there will probably be a court in session every week. This will increase the civil duties of the sheriff's department somewhat and also even out the work load.

EVALUATION AND RECOMMENDATIONS

The present small size of the sheriff's department prohibits it from providing an adequate level of police protection in the county. The ability of the department to utilize any extensive training program is limited and deputies are trained by the "buddy" system. The department needs additional help to handle records and communications. One clerk-secretary cannot possibly do an adequate job. The department's facilities are also inadequate

Proposals for improving the level of police protection and law enforcement in Lee County should consider reorganization of the sheriff's department and consolidation or coordination of rural and urban law enforcement activities.

"There appears to be a fundamental problem confronting law enforcement today - fragmented crime repression efforts resulting from a number of uncoordinated local governments and law enforcement agencies. It is not uncommon to find police agencies working at cross purposes in trying to solve the same or a similar problem. Many law enforcement officials speak of great cooperation among agencies; however, the reference is often simply to a lack of conflict. There is, in fact, little cooperation on other than an informal basis - not a very effective means of meeting current needs and problems."

"Formal cooperation is an essential ingredient in improving the quality of law enforcement. Crime is not confined within artificially created political boundaries; but, rather, extends throughout the larger community. A workable program of formal cooperation for law enforcement services within a common community of interests is the desired goal for improving the quality of law enforcement at the local level."*

Improvement of police protection for rural areas should consider the equity of tax support of this service. If a county department serves only rural areas, urban residents would be paying for a service they do not benefit from. Any approach to improving rural law enforcement would probably involve a separation of civil and criminal duties, either by establishing separate sections of the sheriff's department or by limiting the sheriff's department to civil duties and establishing a separate rural or county-wide police department. The police department would be

* Norman E. Pomrenke, "Law Enforcement in Lee County,"
Chapel Hill: Institute of Government, 1967.

responsible only for criminal law enforcement. Thus there are three basic alternatives:

- 1) Expand sheriff's department, retain Sanford Police Department.
- 2) Limit sheriff's department to civil duties, establish rural police department, retain Sanford Police Department.
- 3) Limit sheriff's department to civil duties; establish county-wide police department, to replace Sanford Police Department and be responsible for police protection throughout the county.

Alternatives 1 and 2 should involve an appropriation of county funds for the Sanford Police Department for the county services not performed within the city. Alternative 3 would probably involve appropriation of city funds for the higher level of police activity required within the corporate limits.

LONG-RANGE RECOMMENDATIONS

The county should plan for either a county-wide police department or operation of separate city and county law enforcement activities from one facility. Either the county-wide headquarters or a central city-county headquarters should be located adjacent to the county jail. This would enable more efficient administration of both the law enforcement activities and the jail. Since the jail annex constructed in 1961 is a good facility, new police and jail facilities should be planned for the present jail site. If the sheriff's department is limited to civil duties at some future time, the sheriff's office could at that time be located in the courthouse. Civil duties would be more directly related to the operation of the courts and maintenance of legal records than to police activities.

The Board of County Commissioners is responsible for establishing and maintaining a county jail. In Lee County, the sheriff appoints deputies to act as jailers, though the sheriff remains responsible for the operation of the jail. County jails may be both a detention and a penal facility. Persons apprehended by the sheriff's department, the Sanford Police Department, A.B.C. officers, and the State Highway Patrol are held in the jail until released on bond or until their cases are heard and tried. At present the Lee County jail is used only as a detention facility. All sentences are served at state correctional institutions as recommended by the N. C. Department of Public Welfare.

The original jail, built in 1908, was partially remodelled in 1963 when a modern cellblock wing was constructed. The old portion contains living quarters for the jailer who lives in the jail. The lock-up portion has the following capacity according to standards in effect in 1963 and according to standards adopted in 1968 by North Carolina.

<u>Type</u>	<u>1963</u>		<u>Current Standards</u>	
	<u>No.</u>	<u>Total</u>	<u>No.</u>	<u>Total</u>
	<u>Cells</u>	<u>Capacity</u>	<u>Cells</u>	<u>Capacity</u>
Male	6	38	6	38
Female	2	8	0	0
Juvenile	2	4	0	0

The Lee County jail has an unusually high average number of prisoners per month. The 309 prisoner average ranks Lee County eighth among North Carolina county jails.

Jails are under the supervision of the State Board of Public Welfare, which was charged with establishing minimum standards for jails by the 1967 Legislature. The Inspector of Correctional Institutions inspected the Lee County jail in January, 1968, following two escapes from the jail. The inspector submitted a report with recommendations to the Board of County Commissioners in February, 1968.

LEE COUNTY JAIL



The inspector's report showed that the 1963 jail addition meets security requirements if operated in the recommended manner. The original section of the jail does not meet established jail standards and should be replaced as soon as possible with modern facilities.

At the present time, regulations stipulate that women may be held only in cells providing complete privacy. The existing female cells do not meet this requirement. Also, juveniles may not be held in jails unless the facilities meet established standards or are considered "adequate" by the local judge. Although juveniles are currently held in the jail for lack of other convenient facilities, the jail's juvenile facilities cannot be considered adequate. One of the major current deficiencies of the jail is the lack of a visitors compound with facilities for visitors, attorneys, and medical services. Up to the time of the recent jail breaks, visitors were generally allowed to enter the maximum security section and talk with the prisoners through the bars.

Continuous supervision of prisoners, as required by law, is now possible with the hiring of three additional jailers in 1968. The county has also changed administration of the jail from a fee basis to straight salaries. The county now pays all costs for jail and prisoner maintenance and all jail fees revert to the county general fund.

RECOMMENDATIONS

The original portion of the jail does not meet current standards and should eventually be torn down. For interim use, fire escapes should be installed to meet fire regulations. The 1963 jail addition is a good facility and new facilities should be planned adjacent to it. In addition to the 1963 facility, the county will need to provide the following new facilities:

- 1) A visitors compound with visitor, attorney, and medical facilities;
- 2) One or two twelve-men cell units;

- 3) A female unit for six women;
- 4) Jailer's facilities including offices, food preparation and other prisoner services; and
- 5) Modern radio listening equipment for supervision of prisoners.

The new jail facility need not include living quarters for the jailer. It is now considered better to provide the continuous supervision by full-time personnel, not by a jailer living at the jail.

The new jail facility should be planned in conjunction with a new central law enforcement headquarters as proposed in the law enforcement section. Such a facility should be designed to suit any of the forms which law enforcement may take in the future.

RESCUE SQUADRON - AMBULANCE SERVICE



The Sanford-Lee Rescue Squadron was formed in 1962. The squad now has 19 volunteer members, all trained in first aid and rescue work. Seven members hold licenses as approved instructors in first aid from the American Red Cross. The rescue squad responds to emergencies requiring more than normal ambulance service. They also provide supplementary ambulance service.

The Rescue Squadron is headquartered in Sanford on McIver Street adjacent to the Armory. The brick building includes an office-lounge, equipment room, sleeping facilities, and a 3-bay garage. Each bay of the garage can accommodate two vehicles or other rescue equipment. The building was constructed largely by volunteer help with donated materials. The following rescue and ambulance equipment is housed at the headquarters.

- 1968 International Rescue truck (county-owned)
- 1961 Pontiac ambulance (county-owned)
- 1957 Pontiac ambulance
- 1966 Chevrolet Rescue truck
- 1951 Dodge Rescue truck
- Boats and trailers for water rescue

AMBULANCE SERVICE

Private ambulance service in Lee County was discontinued in April, 1967, when the local ambulance firm announced it could no longer stay in business without outside assistance. The Sanford-Lee Rescue Squad then volunteered to provide ambulance service until permanent arrangements could be made. Before the passage of the Ambulance Service Act by the General Assembly in May, 1967, counties were not authorized to provide or support ambulance services. The act specifically authorized counties to regulate ambulance service and if necessary supply the service either directly by the county or by a contract with any private or public agency. Ambulance service was declared a necessary expense by the General Assembly and counties were thereby authorized to levy annual taxes for ambulance service expenses.

Following passage of the Ambulance Service Act, a public hearing was held by the Board of County Commissioners and it was established that there is a need for ambulance service in Lee County. The Board also voted to enter into a contract with the Sanford-Lee Rescue Squadron to provide ambulance service. Under the agreement the county employs two full-time men and four part-time men who must meet the approval of the squad. The full-time men are on duty 12 hours per day, five days per week. Ambulance service nights and weekends is provided by volunteers of the Rescue Squadron. The part-time men are called in when the full-time men are out on service calls so that a second crew is always available. In emergency, supplemental help is supplied by Rescue Squadron volunteers. The county also agreed to provide one ambulance for regular ambulance service. The equipment of the Rescue Squadron supplements the county ambulance in emergencies.

Equipment and personnel meet the standards adopted under the Ambulance Service Act of 1967. Lee County Hospital personnel have indicated their approval of Rescue Squadron's operation of county-wide ambulance service.

The county maintains the county-owned ambulance and also pays expenses incurred for ambulance service on the other vehicles. The county pays for light, heat, and emergency telephone services at the Rescue Squadron headquarters.

The ambulance purchased in 1967 by the county was a used 1961 model. Ambulance service requires a dependable vehicle and the cost of maintaining this older vehicle may be greater than the cost of a new vehicle. In 1968, the county purchased a new International truck to be used for ambulance and rescue work. The county should purchase a new ambulance at least every two years in order to maintain both an ambulance for regular use and a dependable standby ambulance.

The county handles all collection duties for the ambulance service. The fees partially offset the county's expense of providing ambulance services.

The Rescue Squadron in the past has annually received \$1,000 each from Sanford and Lee County for its rescue and emergency program. This service is the primary purpose of the Rescue Squadron and public support for this should continue. The present excellent service is primarily the result of extensive voluntary service by squadron members and donations from local residents and businesses. Public support should be great enough to maintain the existing building and equipment, purchase necessary additional equipment, and pay for training expenses of squadron members.

Equipment currently needed by the Rescue Squadron include two air packs for rescue work in smoke or gas filled buildings and two scuba diving outfits for water rescue work. Existing vehicles and equipment will require replacement periodically as they are worn out or outmoded by new equipment.

The present headquarters is conveniently located and will probably be adequate for the next twenty years.

HEALTH



- Roddey M. Ligon, Jr., "Public Health" (Chapter 9, County Government in North Carolina).
- Roddey M. Ligon, Jr., Public Health in North Carolina: A Guidebook for County Commissioners, Institute of Government, University of North Carolina at Chapel Hill, 1960.

The Lee County Hospital is an accredited general hospital. In 1967 the hospital was leased to a non-profit corporation (Lee County Hospital, Inc.) by the Board of County Commissioners. The hospital is governed by the Board of Hospital Trustees whose members are appointed by the Commissioners.

Although the hospital charges full fees for its services, it is open to all persons regardless of their ability to pay. The care of indigents is financed with Federal, State and County funds administered by the Welfare Department.

The hospital is located in Sanford at the intersection of Carthage Street and Hillcrest Drive. An addition constructed in 1962 at a cost of \$1.3 million gave the hospital a total capacity of 133 beds. The Board of Trustees authorized a study of the hospital in 1967. The study was carried out by Charles P. Cardwell, Jr., of Richmond, Virginia, a nationally recognized authority on hospital planning. Among other things, the report showed that 81 beds were "non-conforming" but the deficiencies could be corrected. The annual occupancy rate is approximately 70 percent. The accepted rate indicating an overcrowded condition is 85 percent. Immediate improvements required are emergency and X-ray facilities. Future population growth, increase medical treatment, and additional out-of-county patients will eventually require expansion of facilities and services to 200 beds.

Following the study, the Board of County Commissioners purchased additional land adjacent to the hospital to allow for expansion. Hillcrest Drive in front of the hospital would be closed and the hospital extended horizontally across the street. The new addition would house about 120 beds and allow for vertical expansion.

Parking is a critical problem and will become even greater as the hospital expands. The hospital now has a staff parking lot and a visitors parking lot. Part of the visitors parking area will be taken when the hospital is expanded. Additional parking area is needed for current use and also later when the hospital expands.

LEE COUNTY HOSPITAL



PUBLIC HEALTH

Public health programs for Lee County are administered by a District Health Department serving Lee, Chatham, Orange, Caswell and Person Counties. The District Board of Health, with representatives from each county, determines the department's policies and appoints the director. The director appoints the necessary staff and administers the programs. The director and special personnel work out of the district office in Chapel Hill. A public health center is maintained in Sanford. One sanitarian, four nurses and two clerks are permanently assigned to the Lee County clinic. District personnel serve the various county units on a part-time basis.

The State Board of Public Health is responsible for distribution of state and federal aid to local health programs. The table below shows the relative financial support for all local programs in North Carolina and the five county district department of which Lee is a part.

Source of Funds (1967-68)	All Local Departments In North Carolina	5-County District
Local	84%	78%
State	15%	21.2%
Federal	1%	0.8%
Total	100%	100.0%

The district shows a higher than average percentage of support from the state. This is due to the relatively low per capita budget allocations by the individual counties in the district. The table below shows the 1967-68 county health budgets expressed as per capita spending based on the 1960 population. The table also shows the 1966 annual per capita buying income. A comparison of the two indicates that Lee County is not supporting the public health program to the extent that it should.

	1967-68 <u>Per Capita Public Health</u>	Estimated 1966 <u>Buying Income*</u>
Lee County	\$1.37	\$1,875
Orange	1.80	2,228
Person	1.59	1,437
Chatham	1.34	1,641
Caswell	1.46	1,275

* Survey of Buying Power, Sales Management, New York, N.Y., (1967).

The State Board of Health recommends that local health departments have one sanitarian per 15,000 population and one public health nurse per 8,000 population. National standards for nurses indicate one nurse per 5,000 people.

LOCAL LEE PUBLIC HEALTH
PERSONNEL (DISTRICT PERSONNEL
NOT INCLUDED)

	1968		1985
	<u>Existing</u>	<u>Recommended</u>	<u>Recommended</u>
Nurse	3 full-time 1 part-time	6	7-8
Sanitarian	1	2	3
Clerk	2	3	3-4

Medical and dental services are provided at the Health Center on a part-time basis by district personnel or local physicians. The Lee County Health Center now needs two to three more nurses and one more sanitarian to effectively carry on the local public health program. As the county increases in population additional personnel will be required.

The Lee County Health Center is a one story building with 2,000 square feet of floor space. Paved parking is available on the one acre site in Sanford. Construction of the

Health Center was jointly financed by Lee County and Federal funds under the Hill-Burton Act. The present center is barely adequate for the present staff and public health programs. Additional staff and increased services will require expansion of the center.

The center is not near the hospital but it is adjacent to the County Board of Education offices and the Welfare Department. The center may be expanded on the present site and still have sufficient parking space.

The Lee County Mental Health Clinic was established in 1963 under private sponsorship to provide mental health services to people of Lee County regardless of their ability to pay. In December, 1964, it became a fully public program supported jointly by the county and state. The 1967-68 operating budget for the clinic is \$59,560, with the county supplying \$26,380, the state supplying \$31,680, and the difference made up by patient fees.

The clinic is operating in leased space at 106 West Main Street in Jonesboro. In addition to the regular mental health services the clinic has established a Suicide Prevention Program and an alcoholic program. Currently, there are six psychologists and psychiatrists working part-time in the clinic. The clinic has two full-time secretaries.

The Boards of Commissioners of Harnett and Lee Counties jointly approved formation of a two-county mental health clinic in February, 1968. The joint program will widen the services available to people of both counties. The enlarged program is also eligible for federal grants to districts serving 75,000 or more people. The mental health programs and clinics are supervised by a joint board appointed by the two Boards of County Commissioners.

Plans have been prepared and approved for a 9,800 square foot mental health clinic to serve Lee County. (Similar facilities are planned for Harnett County). The clinic will be located adjacent to the Lee County Hospital on a site set aside by the Board of County Commissioners and approved by the Hospital Board of Trustees. The State Medical Care Commission has approved allocation of \$198,000 in construction grants from the National Institute of Mental Health and the State Department of Mental Health for the new clinic. Lee County has provided an additional \$35,000 for construction of the clinic.

The new Lee County Mental Health Clinic will provide space for out-patient services. In-patient services will be located in the hospital with the hospital staff overseeing these services. Nine hospital beds will be designated for mental health care. Eventually, the clinic will be enlarged to include in-patient services.





WELFARE

REFERENCES

Roddey M. Ligon, Jr., "Public Welfare Programs in North Carolina" (Chapter 11, County Government in North Carolina).

The public welfare program is jointly supported by the county (17½ percent), state (12½ percent), and the Federal (70 percent) governments. The County Welfare Department administers the program under supervision of the County and State Boards of Public Welfare. The County Board consists of five members; two chosen by the Board of County Commissioners, two by the State Board of Public Welfare, and one by the other two members. The County Board selects the director who then is responsible for administration subject to approval of the County and State Welfare Boards and the Board of County Commissioners.

Presently, the Welfare Department consists of the director, 9 full-time case workers, 5 clerical personnel, and one part-time case worker for the blind. Individual case-loads are low enough to allow case workers to effectively counsel welfare recipients. Although some welfare recipients are removed from the roles through training programs and employment, these decreases are often offset by additional programs such as the recent medical aid programs.

The Welfare Department is housed in a converted residence at 909 East Martin Street. The building is adequate for the present staff but will not conveniently accommodate any future expansion. Several rooms have been added and other rooms have been divided to provide additional offices. Off-street parking is provided for 35 cars.

The welfare office should be located to conveniently serve its clients and also relate to the Health Center, the courts, and the law enforcement agencies. The present office is centrally located and is within walking distance of many of the Sanford residents. The closeness to the Health Center is convenient since indigent persons must be certified by the Welfare Department before treatment at the Center. Since the Health and Welfare Departments are not closely related to other county functions but are closely related to each other, it would be desirable to develop a health and welfare complex at the present site. The Lee County Board of Education could be moved to either space in the Wilrik Hotel or a new county office building. The Welfare Department could then expand into the building now occupied by the Board of Education. There would be ample



room for parking and expansion of both the Health and Welfare Departments.

LEE COUNTY YOUTH DEVELOPMENT
COMMISSION

The Lee County Youth Development Commission was appointed in 1967 by the Board of County Commissioners. Juvenile delinquency was felt to be an increasing problem in the county and the Commission was formed to see what could be done locally. The Commission has made plans for a Youth Center to house youth who have home problems which may lead to serious juvenile delinquency and also other juvenile offenders who cannot be immediately placed in juvenile homes or correction centers. The important and unique aspect of the proposed Youth Development Program is the cooperation of existing agencies such as Welfare, Health, Mental Health, and schools in working with both the youth and the parents to change the youth and correct the environment from which he came.

The Lee County Board of Education has agreed to lease the abandoned New Hope school facility to the Youth Development Commission for use as a home. The school, located on a 4 acre site in western Pocket Township, was constructed in 1950 and closed in 1966. The school has 4 classrooms and an office-library room, and the Commission feels it could be easily converted to serve as a home for 25 to 30 boys with accommodations for counselors.

The Youth Development Commission has submitted an application through the Sandhills Community Action Program for Federal funds to operate the Youth Center for three years. The New Hope facility would constitute the necessary local matching funds. The application shows an annual operating budget of approximately \$85,000. It is expected that this type of program would eventually become a state-wide activity supported directly by the state.



RECREATION

REFERENCES

"Outdoor Recreation Space Standards", Department of the Interior, Bureau of Outdoor Recreation, Washington, D. C., April, 1967.

Robert E. Stipe, County Recreation in North Carolina, Institute of Government, University of North Carolina at Chapel Hill, Chapel Hill, N. C., June, 1967.

County Recreation in North Carolina, N. C. Recreation Commission, Raleigh, N. C., 1966.

Community Recreation in North Carolina, N. C. Recreation Commission, Raleigh, N. C., 1960.

County Action for Outdoor Recreation, National Association of Counties, Washington, D. C., 1964.

Community Action Program for Outdoor Recreation, National Association of County Officials, National Association of Counties Research Foundation, Washington, D. C., 1967.

Public recreation as a local government function in the United States is of fairly recent origin. In the recent past, recreation has generally been regarded as a municipal function and acceptance of public recreation as a county function has been slow. The Board of Commissioners of Lee County has recognized the fact that many rural residents participate in the Sanford recreation programs and has therefore appropriated county funds for some support of the Sanford recreation programs.

The State Supreme Court has held that recreation is not a necessary expense for constitutional purposes. Thus, cities and counties may spend ad valorem tax funds for recreation purposes when the people have favorably voted on a recreation tax levy. However, the state recreation enabling act provides, that where necessary, the county commissioners may call for a special tax election to finance county recreation. The amount of the recreation tax is a matter for local determination. Taxes other than property tax and other sources of revenue listed on page 7 may be used for recreation either to supplement a recreation tax or for the entire support of recreation programs. Donations, charges and fees, and special drives may also be used to support park and recreation programs.

The Board of County Commissioners has recognized the need for county-wide recreation programs and county parks. The Lee County Recreation Advisory Committee was appointed in December, 1967, to advise on actions that should be taken to provide for county recreation. The Committee proposed and received support from the county for summer recreation programs at seven sites in 1968. The Advisory Committee will also help to gain public support for approval of a recreation tax to finance county-wide recreation programs and county parks if necessary. The Recreation Advisory Committee also advises the Planning Board in matters relating to provision of parks and recreation facilities.

The Recreation Advisory Committee and the Planning Board should prepare a park and recreation plan. Such a plan is a systematic approach to:

- 1) Inventory the existing and potential supply of indoor and outdoor recreation resources and programs;
- 2) Determine the needs of the people, now and in the future, for various kinds of recreation;
- 3) Ascertain existing and future recreation deficiencies by relating anticipated demand and supply; and
- 4) Initiate a program to eliminate the deficiencies.

The material presented in this plan should be regarded as a preliminary study to be further examined and developed by the Advisory Committee as it prepares its park and recreation plan. The recommendations included here for parks and recreation areas are largely based on the physical potential of the land for recreation. Further analysis of demands for different types of recreation facilities is needed.

PARKS

The planning program is concerned with the provision of parks and open space of various types. Improvements and special facilities, as well as the land itself, are necessary for the recreation needs of county residents. Both indoor and outdoor recreation resources are included in the planning program. The Bureau of Outdoor Recreation suggests the following classification system for outdoor recreation areas.* The system described here is used by the Bureau in processing applications for Federal grants-in-aid for recreation land acquisition and development projects from the Land and Water Conservation Fund.

BUREAU OF OUTDOOR RECREATION CLASSIFICATION SYSTEM

High-Density Recreation Areas are those developed for intensive use, largely day-use, for such activities as swimming, playing outdoor games,

* "County Action for Outdoor Recreation", National Association of Counties, Washington, D. C. (1964).

skiing and boating. Natural scenic quality is desirable, but not essential. A county may provide these areas as separate units (beaches, ski areas, marinas), as elements of large county or regional parks, or may encourage private development or operation.

General Outdoor Recreation Areas are substantially developed for day-use and - in some cases - overnight-use for a wide range of activities such as picnicking, boating, nature walks. There may be trailer parks, and camping at well developed campgrounds. An attractive natural setting is most desirable. High-density areas, such as beach, picnic and playground areas, may be found within general outdoor recreation areas. Many county and regional parks fit in this classification.

Natural Environment Areas are those suitable for such traditional outdoor activities as hiking, camping with simple facilities, hunting and fishing - all in a natural "as is" environment, sometimes in combination with other resource uses such as grazing or logging. National and State forests and large tracts of private timberland typify this classification; some county forests and large county and regional parks may include natural environment areas.

Outstanding Natural Areas are those of scenic, natural or scientific importance, managed to permit visitors to enjoy or study the central features preserved in their natural condition. Counties may preserve natural areas as separate units, or as protected parts of larger county areas. Small nature preserves or "conservation parks" are prime county opportunities.

Primitive Areas are sizable tracts with natural wild conditions undisturbed by roads and managed solely to preserve their primitive characteristics. Most protected primitive areas are managed

by Federal or State governments. But many counties can offer near-primitive recreation opportunities where large areas of county or regional parks can be left undeveloped.

Historic and Cultural Sites, of local, regional or national significance, are where you find them. Some will be found in every county.

EXISTING RECREATION FACILITIES

The following table lists both public and private recreation facilities located in Lee County. Locations are shown by number on the recreation facility map. Locations of two Wildlife Resources Commission fishing and boating access sites outside the county are also shown on the map.

Public school facilities are listed as recreation resources. The county has made large investments in these school facilities, but most of the facilities are used only for school purposes. Major facilities such as gymnasiums and auditoriums probably could not be provided just for general public recreational use, and it is suggested that school facilities be used for county recreation programs. However, agreements should provide for adequate supervision and maintenance of school property by the responsible recreation agency. To avoid any misunderstandings, the Boards of Education and the Board of County Commissioners or Board of Aldermen should sign the agreements. The school systems should not have to spend education funds for expenses of supervising and maintaining school property used for recreation programs.

<u>PUBLIC PARKS</u>	<u>LOCATION</u>	<u>OUTDOOR RECREATION</u>		<u>INDOOR RECREATION</u>
		<u>ACRES</u>	<u>FACILITIES</u>	<u>FACILITIES</u>
1. Third Street Park	Sanford	2	Playfields, playground, picnicking	
2. Standpipe Park	Sanford	$\frac{1}{2}$	Playfields, playground	
3. Temple Park	Sanford	6	Playfields, playground	
4. Seventh Street Park	Sanford	2	Playfields, playground	
5. Park Avenue Park	Sanford	6	Playfields, playground, picnicking, pool, tennis	
6. McIver Park	Sanford	2	Playfields, playground	
7. Washington Park	Sanford	27	Playfields, playground, picnicking, pool, tennis	
8. Dalrymple Park	Sanford	7	Playfields, playground, tennis, picnicking	Recreation center
9. Sanford Golf Course	Sanford	116	18 hole golf course	Clubhouse
10. Sanford/Lee Civic Center (proposed)	Sanford	---	---	Pool, auditorium, multi-purpose rooms
<u>OTHER PUBLIC BUILDINGS</u>				
11. Armory	Sanford	---	---	Gymnasium
12. Steele Street Annex	Sanford	---	---	Meeting room
13. Central Carolina Technical Institute	Sanford	26	---	Vocational shops, classrooms

COMMUNITY CENTERS	LOCATION	OUTDOOR RECREATION		INDOOR RECREATION
		ACRES	FACILITIES	FACILITIES
14. Deep River	U. S. 1, North	---	---	Meeting room, kitchen, restrooms
15. Northview	Northview	---	---	Meeting room, kitchen, restrooms
16. Carbonton	N. C. 42, West	---	---	Meeting room, kitchen, restrooms
17. Beaver Creek	SR 1166	---	---	Meeting room, kitchen, restrooms
18. Hunt Springs	SR 1146	---	---	Meeting room, kitchen, restrooms
19. Grape Vineyard	Grape Vineyard Road	---	---	Meeting room, kitchen, restrooms

(The community centers are owned and managed by the individual community organizations.)

PRIVATE CLUBS				
20. Optimist Park	Sanford	---	Lighted ball field	
21. American Legion	Sanford	---	---	Clubhouse
22. Elks	Sanford	---	Pool	Clubhouse
23. Moose	Sanford	---	---	Clubhouse
24. V.F.W.	Sanford	---	---	Clubhouse
25. Broadway Lions	Broadway	---	Fishing, picnicking	Shelter-clubhouse
26. Lemon Springs Ruritan	SR 1204	---	---	Clubhouse
27. Lee Wildlife Club	U. S. 1, North	15	Hiking, fishing	Clubhouse
28. Sanford Saddle Club	U. S. 1, North	---	Riding, fishing	Clubhouse

<u>COMMERCIAL FACILITIES</u>	<u>LOCATION</u>	<u>ACRES</u>	<u>OUTDOOR RECREATION</u>	<u>INDOOR RECREATION</u>
			<u>FACILITIES</u>	<u>FACILITIES</u>
29. Morris Pond	SR 1144 (Swann)	150	Fishing, boating, picnicking	
30. Willet's Lake	SR 1160 (Lemon Springs)	25	Fishing, picnicking	
31. Fred's Fish Lake	N. C. 87, South	13	Fishing, picnicking, ball field, horseshoes	
32. Pierce's Pond	SR 1170	180	Fishing	
33. Oldham's Lake	Sanford	35	Fishing, swimming	
34. Quail Ridge Golf Course	U. S. 1, South	165	18 hole golf course	Clubhouse-pro shop
35. Buchanan's	Jonesboro	45	Riding stables, driving range	
36. Bolicks Stables	Spring Lake Ext.	95	Riding stables	
37. Nance Marina	U. S. 1, North	14½	Boat ramp, river boating and fishing, camping	Shelter, restrooms
38. Winder's Campground	U. S. 1, North	17	Camping	
39. Sanford Drag Strip	U. S. 15- 501, North		Drag racing	
40. Sanford Race Track	U. S. 1, South		Auto race track	
41. Town House Motel	Sanford		Swimming pool	
42. Palomino Motel	U. S. 1, Bypass		Swimming pool, play- ground	

PUBLIC SCHOOLS	LOCATION	OUTDOOR RECREATION		INDOOR RECREATION
		ACRES	FACILITIES	FACILITIES
43. Deep River School	U. S. 1, North	14	Playfields, playground	Auditorium, gymnasium
44. Broadway School	Broadway	8	Playfields, playground	Auditorium, gymnasium, cafeteria
45. Greenwood School	Lemon Springs	18	Playfields, playground	Auditorium, gymnasium, cafeteria
46. Lee Elementary	SR 1527		Playfields	Cafeteria, multi-purpose room
47. New Hope School	Pocket Township		Playfield	---
48. Consolidated High	Tramway	(40)	Playfields	Auditorium, gymnasium, cafeteria
49. Central High	Sanford	77	Playfields, stadium	Auditorium, gymnasium, cafeteria
50. Wicker	Sanford	25	Playfields, playground	Auditorium, gymnasium, cafeteria
51. Jonesboro Heights	Sanford	14	Playfields, playground	Auditorium, gymnasium, cafeteria
52. Sanford Middle	Sanford	6	Playfield	Auditorium, gymnasium, cafeteria
53. Williams	Sanford	17	Playground	
54. St. Clair	Sanford	5	Playground	Auditorium, cafeteria
55. McIver	Sanford	4	Playground	Auditorium, cafeteria
56. Bragg Street	Sanford	18	Playground	Multi-purpose room
57. Floyd Knight	Sanford	12	Playground	Multi-purpose room
58. W. Sanford Elementary	Sanford	(35)	Playground	Gymnasium/cafe-teria
59. Jonesboro	Sanford	(35)	Playfields, playground	Gymnasium/cafe-teria

The recommendations for parks, recreation areas, and open spaces included in this plan are not based on any nationally accepted standards. Standards for regional and county recreation facilities vary widely since such standards are usually developed to meet the needs of the local area. The Recreation Advisory Committee and the Planning Board should determine what recreation facilities are required to meet the needs of Lee County residents. These facility needs would then become the standards for Lee County. The recommendations in this plan are based on the potential of the land for recreational use. The extent to which the planned areas are developed will depend upon recreation requirements developed by the Recreation Advisory Committee. Other types of recreation facilities not included in this plan may also be needed for a county recreation program. These needs should be specified in a more detailed park and recreation plan.

Outdoor Recreation. The primary obligation and opportunity of the county now is to provide space for outdoor recreation. The county has the opportunity to reserve and acquire natural areas suitable for various types of recreation before urban development virtually eliminates this possibility. Since acquisition of land before destruction of natural features is of primary importance, it is recommended that the county concentrate on providing recreation facilities in the following Bureau of Outdoor Recreation classifications:

- 1) General Outdoor Recreation Areas (with minimum improvements),
- 2) Natural Environment Areas,
- 3) Outstanding Natural Areas,
- 4) Primitive Areas, and
- 5) Water-Based Recreation Areas.

Historic and cultural sites will probably be the responsibility of private organizations such as the Railroad House Association. However, the city and county could





PROPOSED RECREATION FACILITIES

also take partial or complete responsibility for historical development.

Indoor Recreation. There are many existing facilities (schools, churches, community centers) which could be used for indoor recreation programs if the proper arrangements are made. For this reason indoor recreation facilities should receive priority after the outdoor recreation areas have been acquired. After county recreation programs and parks are generally accepted by local residents, the county may again study the feasibility of providing facilities for some types of indoor recreation.

Roadside Parks. Roadside parks with picnicking and camping facilities are proposed at the following locations:

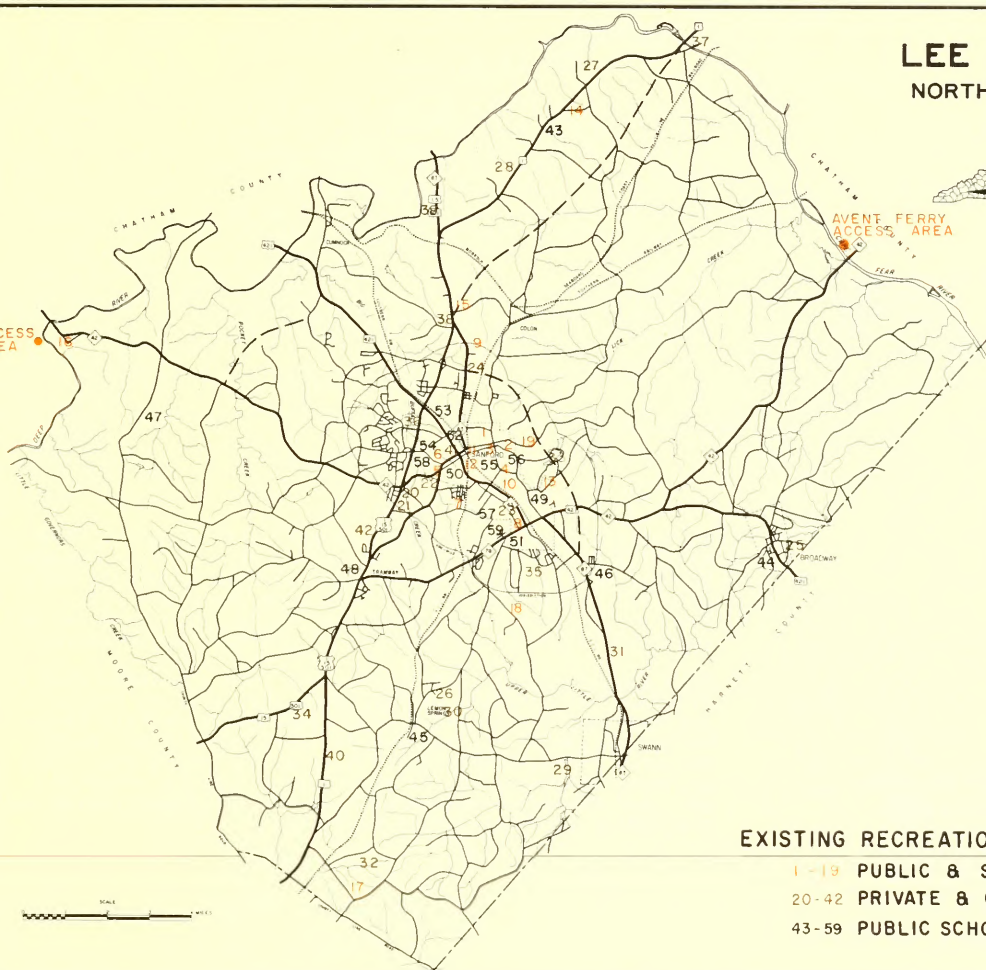
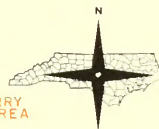
- 1) U. S. 1 at Deep River
- 2) U. S. 1, north of Sanford
- 3) U. S. 421 at Deep River
- 4) U. S. 1 Bypass at N. C. 42
- 5) U. S. 1 at Lee/Moore County line
- 6) U. S. 421 at Broadway.

These parks could be private, commercial facilities like Deep River Campground or they could be jointly maintained by the state and Lee County, Sanford, or Broadway as public facilities.

Natural Parks. Three major parks are proposed in Lee County to take advantage of the natural environment. These areas have potential for development of more intensive recreation facilities related to water activities and other recreational uses. The three proposed parks are:

- 1) Deep River Park
- 2) Waterworks Park

LEE COUNTY NORTH CAROLINA



EXISTING RECREATION FACILITIES

- 1 - 19 PUBLIC & SEMI-PUBLIC
- 20 - 42 PRIVATE & COMMERCIAL
- 43 - 59 PUBLIC SCHOOLS

3) Endor Furnace Park

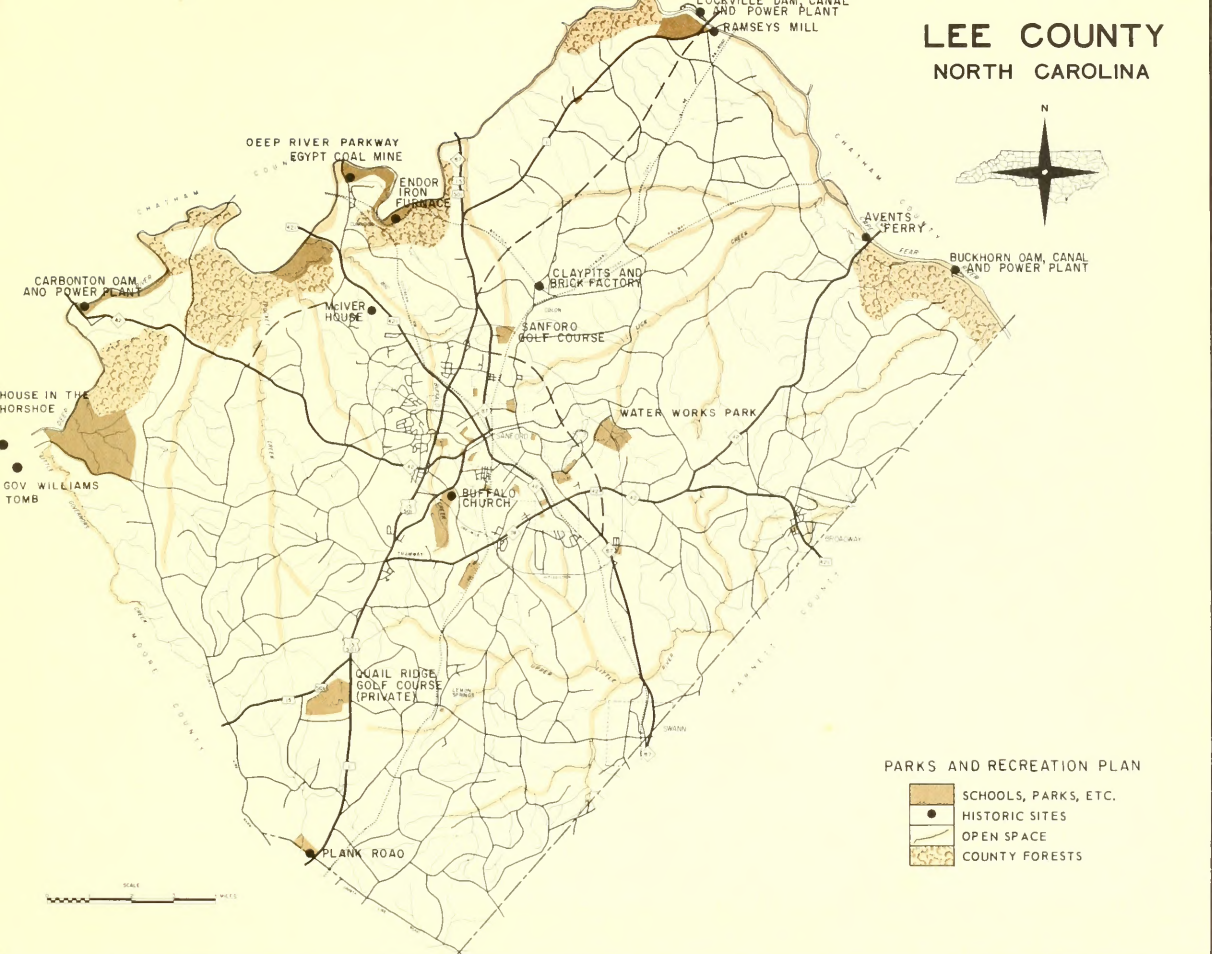
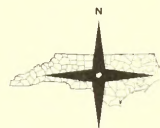
Forests and Wildlife Areas. It is also proposed that the county acquire land by donation or purchase for county forests and wildlife preservation areas. These areas would be suitable for riding, hiking, camping with simple facilities, hunting and fishing. No major improvements would be required and the areas could be used for recreation in combination with other resource uses such as lumbering. Public ownership of such areas may not be necessary if the county can acquire public access easements to compensate landowners for letting the public cross or use their land for hunting, hiking, and other recreational purposes. Potential public forest areas are:

- 1) East of N. C. 42 along the Cape Fear River,
- 2) West of U. S. 421 along the Deep River,
- 3) Western Pocket Township, and
- 4) The Sandhills area.

Open Space and Flood Plains. The Land Development Plan proposes that land along most of the streams be designated as open space. While these areas are not generally suitable for urban development, they have potential for recreational and scenic purposes. Open space land may be acquired by purchase, donation or easement agreements.

Deep River Parkway. It is proposed that a parkway plan be developed to connect the various historic sites and recreation facilities along Deep River and Cape Fear River. While a conventional parkway for cars may not be feasible for many years, hiking and riding trails along the rivers could be developed in the near future. Moore, Chatham, Lee, and Harnett Counties should cooperate in planning and developing such a regional facility.

LEE COUNTY NORTH CAROLINA



HISTORIC SITES

The Recreation Advisory Committee and the Railroad House Association are jointly surveying the historical sites located in Lee County. Plans should be made for the preservation and development of sites of major interest. Responsibility for development of historic sites will probably remain with private organizations such as the Railroad House Association. However, some state and Federal funds are available for preservation and development of sites of state and national interest. The coal and iron industry which flourished in the mid 1800's in the Cumnock area is of major importance in the economic history of the region and the state. Plans should be prepared for the acquisition, preservation, and development of sites related to the iron and coal industry along the Deep and Cape Fear Rivers.

The brick and tile industry is an important part of the county economy and significant developments in the industry have been made in the county. Exhibits showing both historical development of the brick industry and present manufacturing processes would be of interest to many tourists.

There are other points of historic interest in Lee County, and local groups could provide suitable markers to point them out and explain their significance.



UTILITIES

REFERENCES

Warren Jake Wicker, "Carbage Collection and Disposal"
(Chapter 20, County Government in North Carolina).

Warren Jake Wicker, "Water and Sewerage Services" (Chapter
18, County Government in North Carolina).

"Refuse collection and disposal is today a problem wherever people live, whether in rural or urban areas. Too many of the goods we consume come in containers which are difficult to dispose of easily. This problem affects farmers and suburbanites as well as city dwellers; and the littered roadsides, beaches, and mountain paths - as well as unsightly dumps along many highways - all attest to its extent. The fact that dumping trash along highway rights-of-way, or on another's property, is a criminal act (G. S. 14-399 and 14-128) has been of little value in solving the problems, because enforcement is exceedingly difficult. Moreover, the real need is for positive action to provide adequate and satisfactory collection and disposal."

W. J. Wicker, "Garbage Collection and Disposal,"
County Government in North Carolina.

Both municipal and county governments may provide or regulate refuse collection and disposal services, although counties have not generally been involved in this service. The City of Sanford provides collection and disposal services to all private homes, institutions, and commercial activities within the city, through the municipal Department of Sanitation. The city operates a dump on 75 acres of land 6 miles northwest of Sanford off U. S. 421. The county makes annual payments of \$1,200 to the city and in return the city permits individuals from outside the city to use its dump.

The land use survey disclosed that there are many illegal and unsupervised dumps throughout the county. The known sites are located on the following map. The existing refuse disposal program obviously is not adequate. The unsupervised roadside dumps are unsightly and a health menace by providing food and refuge for rats and insects. Even the Sanford refuse disposal site is unacceptable because it is not operated as a sanitary landfill. In addition to harboring rodents and insects, the refuse at the Sanford dump is burned from time to time, adding smoke and unpleasant odors to the immediate area.



The county needs both collection services for built up areas and acceptable refuse disposal for the entire county. Not all rural residents require refuse collection services and until areas are built up such services cannot usually be provided at a reasonable cost.

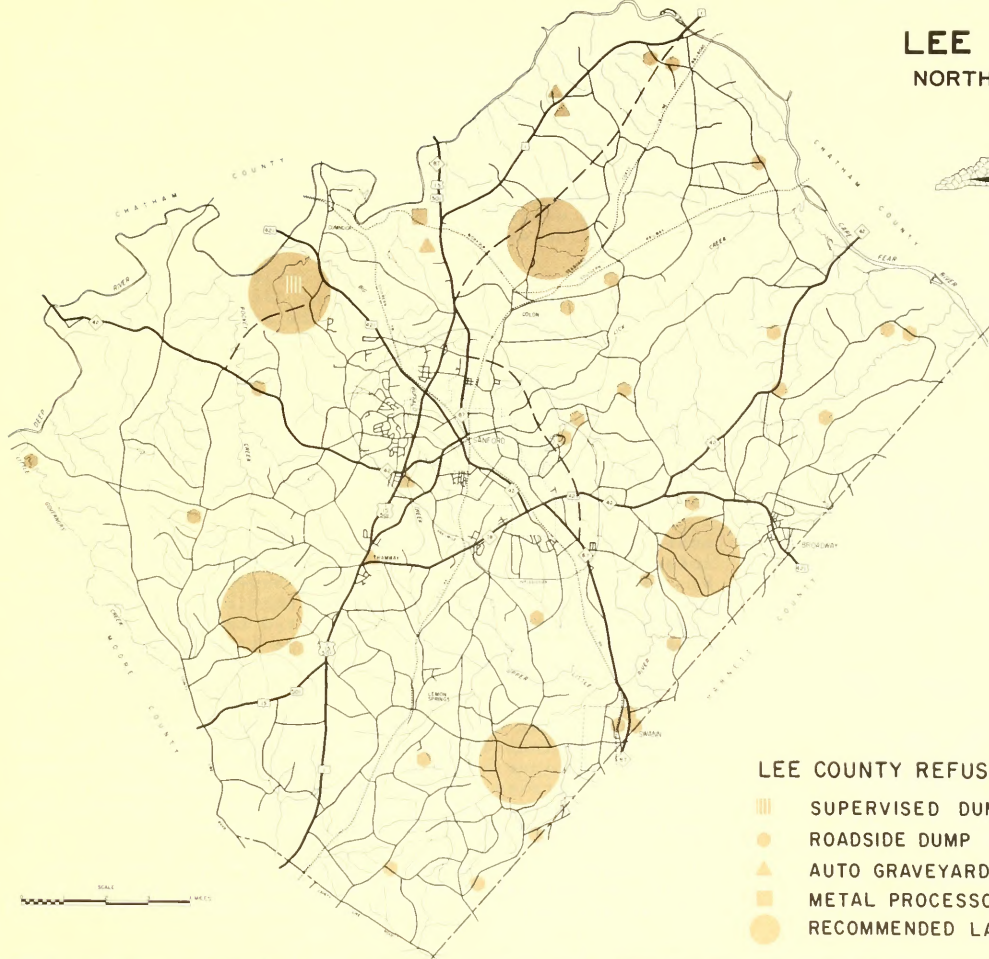
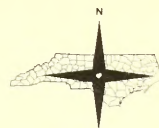
The county should provide sanitary landfills to serve the entire county. Since Sanford has a Department of Sanitation the county could contract with the city to provide the necessary supervision and maintenance. This would provide equitable financial support for this service since it would be available to all residents of the county.

The county should also regulate refuse collection services for built up areas outside of Sanford. County boards of health currently have authority to regulate garbage collection (G. S. 130-17). Counties are also authorized to provide garbage collection for areas outside municipal boundaries as a county activity. Counties may either operate their own collection service or contract with a city or town for this service (G. S. 153-273). The statute authorizing counties to provide this service further provides that if a county undertakes to provide collection services, it must charge fees for such services adequate to meet the costs of collection. Under either course of action, the cost of refuse collection would be borne by the benefitted residents through fees for the service.






Some suburban areas are now served by private garbage collectors. Private collection is satisfactory if operated according to regulations. However, in the future it may be necessary to provide a public collection service. Then the county should contract with the City of Sanford for refuse collection in built up areas for the following reasons:

- 1) Lee County is relatively small and all areas could be served by a centrally located operation.
- 2) The small number of customers outside of Sanford probably would not justify a separate collection service.

LEE COUNTY NORTH CAROLINA



LEE COUNTY REFUSE DISPOSAL

-  SUPERVISED DUMP
-  ROADSIDE DUMP
-  AUTO GRAVEYARD OR SALVAGE
-  METAL PROCESSOR
-  RECOMMENDED LANDFILL SITE

SCALE
0 1 2 MILES

- 3) A contract between the county and Sanford with fees paid by those benefitted would aid in the long-range goal of consolidation of city and county services. This arrangement would also encourage orderly annexation of built up areas.
- 4) Sanford has an established Department of Sanitation which could provide service to rural areas by expanding its operation as needed. Fees would be based on the operating cost.
- 5) Provision of the refuse collection service by Sanford would not require licensing of private collectors and troublesome enforcement of regulations by the County Board of Health.

Rural county residents would have to request collection in specific areas. If Sanford could efficiently provide collection service for the residents, the county would collect the necessary fees. All residents, institutions and establishments within established collection zones or areas should participate unless they have other approved methods of refuse disposal.

Additional landfill sites are required for satisfactory refuse disposal. Not all county residents will be served by refuse collection and they will have to carry their own refuse to a disposal site. Sites should be conveniently located so people will not be tempted to use unsupervised sites. The number of roadside dumps in the eastern and southern parts of the county indicate additional sites are needed.

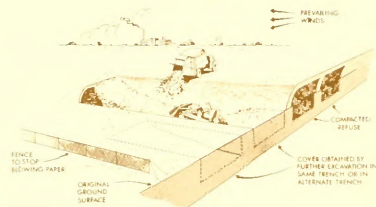
The county might also operate collection stations at several locations in the county. Large containers in convenient locations could be used by people who do not have collection service. Large refuse containers used by businesses may be easily dumped in a truck or carried to a landfill site by specially equipped trucks.

All disposal sites should be operated as sanitary landfills. A sanitary landfill is a place where garbage and rubbish are compacted and covered with earth. This method

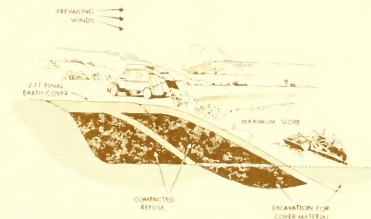
of disposal, if properly done, does not produce a community nuisance other than that caused by vehicles hauling refuse. Sanitary landfills are the cheapest, satisfactory method of refuse disposal for cities and counties with populations under 100,000.

The County Health Department and the N. C. State Board of Health can supply information and help in planning and operating a sanitary landfill.

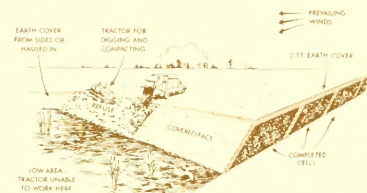
REFUSE DISPOSAL BY SANITARY LANDFILLS



THE TRENCH METHOD



THE AREA METHOD
With Cover Material Obtained at
Bottom of Slope



THE AREA METHOD IN SWAMP
With a Dragline Cover Material could be
obtained from Bottom of Slope

Safe, dependable water supplies and satisfactory treatment and disposal of liquid wastes are increasingly important in rural areas as well as towns and cities. More water is required for homes and industrial use, and greater volumes of water are used to carry wastes to treatment and disposal facilities. In the past, low density residential development, using small volumes of water and producing small quantities of sewage, could generally depend on individual wells and septic tanks. However, soil and ground conditions often limit the availability of water and effectiveness of septic tanks. In Lee County ground water is neither of good quality or adequate quality except in the southeastern portion. Soils in the northern two-thirds of the county are also not generally well suited for septic tank filter fields. (See Lee County Potential for Development, pages 38-42, 52.) Where residents must depend on both individual wells and septic tanks, contamination by septic tank effluent of the ground water supply is an added danger. It is necessary to provide adequate treatment and disposal of sewage to prevent contamination of both surface water and ground water.

Generally, urban and suburban development requires both piped water supplies and sewerage systems. This is especially true in Lee County where conditions are not favorable for either wells or septic tanks. However, three different approaches may be taken. Sewerage systems may be developed to protect the ground water supply if it is adequate for anticipated usage. Piped water systems may be developed for a safe, dependable water supply while continuing to use septic tanks for sewage disposal. Or both water and sewerage systems may be developed. Since ground water supplies in Lee County are not very good and soils will tolerate septic tanks for a few years, the general approach recommended is to provide a piped water supply for most of the county as soon as possible.

It is generally easier to pipe water supplies than to pipe and treat sewage. Water is piped under pressure, thereby using smaller pipes and not depending upon gravity flow lines from each user. Sewage is generally carried in gravity flow lines which require larger pipes and must be

installed with a certain slope to assure gravity flow to the treatment plant. Lift stations may be used to pump sewage to a treatment plant at a higher elevation or in a different drainage basin.

Due to the water supply and sewage disposal problems existing and foreseen in the county, the Lee County Planning Board applied for a water and sewer planning grant from the Farmers Home Administration in 1967. The engineering firm of P.H. Brown and Associates was selected to prepare the plans when the grant was approved. The general policies and principals of the county-wide plan are included here. The study by P.H. Brown and Associates will be completed in the fall of 1968 and presented in a special report.

The primary objective of the county-wide water and sewer plan is to provide piped water wherever feasible to assure safe water supplies throughout the county. Although sewerage systems would be desirable, large systems are not considered feasible at this time. With careful control, individual septic tanks or small package treatment plants will provide adequate sewage disposal for some time. Thus, in the initial stages, piped water will be provided for most county residents, but each resident or business must provide for sewage disposal by either individual systems or small community systems serving several homes or a subdivision.

Municipal Systems. The City of Sanford has water treatment facilities and a distribution system which serves the incorporated area and some residential and industrial users outside the corporate limits. Sanford and Lee County have shared the costs of extending water lines serving major industrial users outside of Sanford. Subdividers and developers have generally been responsible for extension of water lines for residential users outside of Sanford.

The Town of Broadway has a water system which was completed in 1966. The Broadway system uses two wells for

WATER AND SEWERAGE PLANNING

EXISTING WATER SYSTEMS

its supply and has one elevated storage tank with a capacity of 100,000 gallons.

Rural Systems. Residents of the Cumnock area formed a water association in 1966 to develop a community water system. The association received a grant and an insured loan from the Farmers Home Administration for the necessary distribution system. Treated water is purchased from the Goldston-Gulf water system in Chatham County.

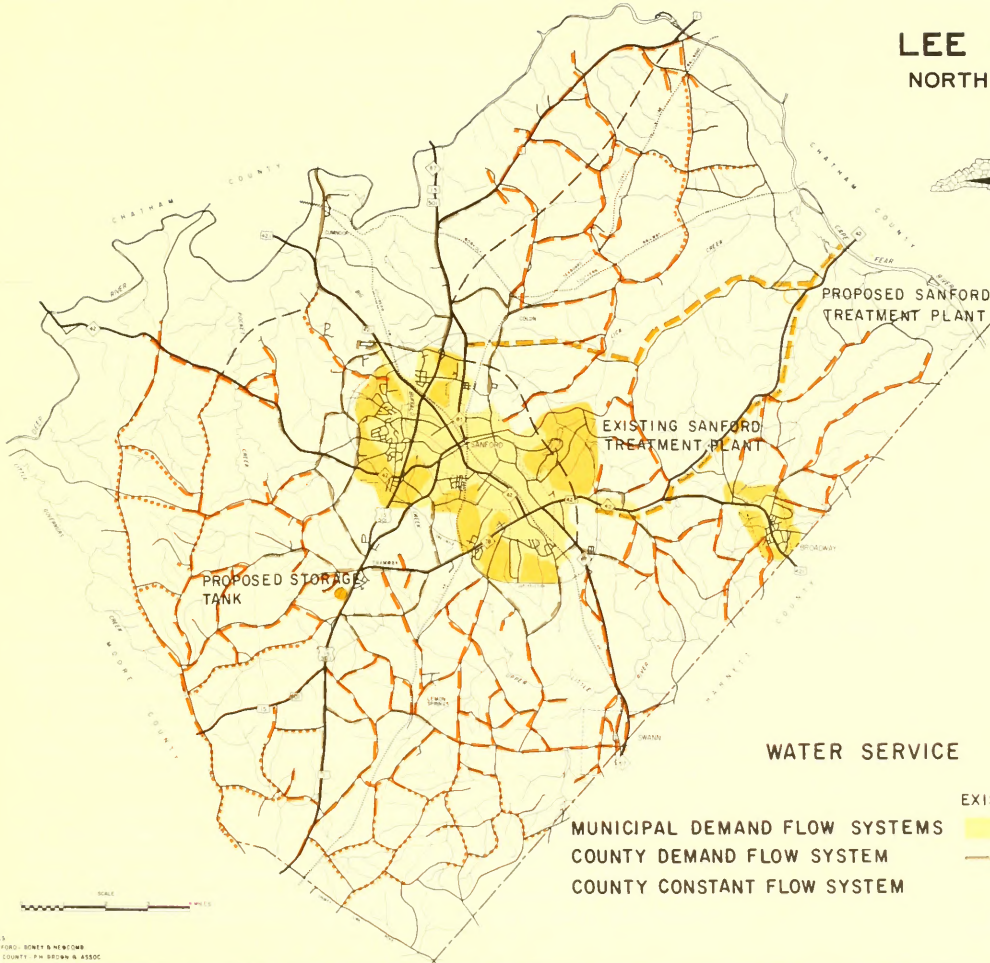
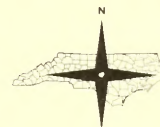
Residents and businessmen of the Northview community have also formed a water association to develop a water distribution system to serve their community. FHA has approved a loan of \$135,000 for the necessary improvements. Water will be purchased from Sanford and distributed through lines owned by the association.

PROPOSED WATER SYSTEM

The county water system is planned to serve most existing development and areas planned for future development as presented in the Land Development Plan. The system is planned primarily as extensions of the Sanford water system. The City of Sanford has plans to build a new water treatment plant near the Cape Fear River. The proposed plant will have sufficient capacity to supply the needs of the county system as well as the city system. The county water system is planned to enable the City of Sanford to gradually annex developed areas and take over county water lines with a minimum of difficulty. In some cases existence of systems owned by counties, private associations, or sanitary districts has hindered orderly annexation. It is the objective of the County Planning Board to avoid any obstacles to annexation since it recognizes that annexation is necessary for orderly development and provision of urban services.

The proposed water system includes two different types of distribution systems. Demand flow systems provide water at adequate pressure and volume for both fire protection and general usage at all times. Demand flow systems are generally found only in developed urban areas. Such systems are not financially feasible in rural and low density suburban areas due to the cost of installing

LEE COUNTY NORTH CAROLINA



WATER SERVICE

MUNICIPAL DEMAND FLOW SYSTEMS
COUNTY DEMAND FLOW SYSTEM
COUNTY CONSTANT FLOW SYSTEM

EXISTING	PROPOSED
	1ST STAGE
	2ND STAGE

SCALE 0 1 2 MILES

adequate lines and maintaining sufficient pressure over a large area. The proposed county demand flow system is planned to serve those areas which are already developed or are planned for development at densities which make such systems feasible. Larger lines necessary to feed the constant flow system will also provide demand flow service to some areas which might not otherwise require or justify demand flow lines.

A constant flow system is proposed to serve low density rural areas. It is felt that a dependable, safe water supply is desirable for all areas of the county which do not have good ground water supplies. Since it would not be financially feasible to provide demand flow lines to low density areas, another less expensive system is proposed. The constant flow system would not provide water pressure and volume for fire protection or for water use on demand. However, through use of individual reservoirs, it would provide a dependable supply of safe water. Constant flow water systems provide a relatively low volume flow of water into reservoirs provided by each user. Each household or small business would then provide its own pressure system feeding from the reservoir fed by the county constant flow water system. Existing cisterns, pumps, and pressure tanks could easily be converted to use the constant flow supply.

It would be feasible to provide piped water to most of the county by means of a constant flow system because of the lower installation cost of the system. Such a system does not require lines as large or pressure as great as demand flow systems, thus reducing the cost of the distribution and storage system while still providing a dependable supply of safe water. The constant flow system would not provide water pressure or volume on demand for fire protection.

An elevated storage tank in the vicinity of Tramway would provide adequate pressure for most of the county distribution system. A county pumping station west of Jonesboro would pump water from the existing Sanford line through a county line to the elevated storage tank. Other connections with the Sanford system would be made to serve

extensions to Northview and Broadway. Water would be metered at each connection.

It is recommended that the county water system be financed through county revenue bonds. General obligation bonds could be used for this purpose after a favorable vote of the people, but the bonding capacity of the county should be reserved for other county purposes such as the library, office building, courthouse, and hospital. Grants and insured loans for development of the system are available from the Farmers Home Administration and the Department of Housing and Urban Development.

A county water and sewer authority should be established to plan and coordinate the development of the county water system. Two small rural water systems have been successfully developed by non-profit associations. However, additional development will require improvements which cannot be financed by small individual associations. The county water and sewer authority would be responsible for detailed planning, securing of financing, supervising development and administering operation of the system. In the future, the county water authority could become a county-wide authority to serve both incorporated and rural portions of the county.

Unfortunately, treatment and disposal of sewage is not generally considered as an immediate problem by developers and home buyers. Septic tanks and filter fields are usually satisfactory for a few years except where soil conditions are very poor. However, only when development remains at a low density and soil conditions are very favorable can septic tanks remain a satisfactory means of sewage treatment and disposal.

In the absence of sewerage systems, land development policies can help to maintain acceptable sanitary conditions. Low density development can be permitted where soils are suitable for septic tanks but sewerage systems are not feasible. Development can be discouraged where soils are

FINANCING AND ADMINISTRATION

SEWERAGE

PLANNING POLICIES

not suitable for septic tanks and no sewerage systems can be provided. Development can be encouraged at higher densities in areas which are already served by sewerage systems or which can be served as development takes place. Development can also be permitted where it is demonstrated that a satisfactory community sewerage system will be provided to serve the planned development.

EXISTING SEWERAGE FACILITIES

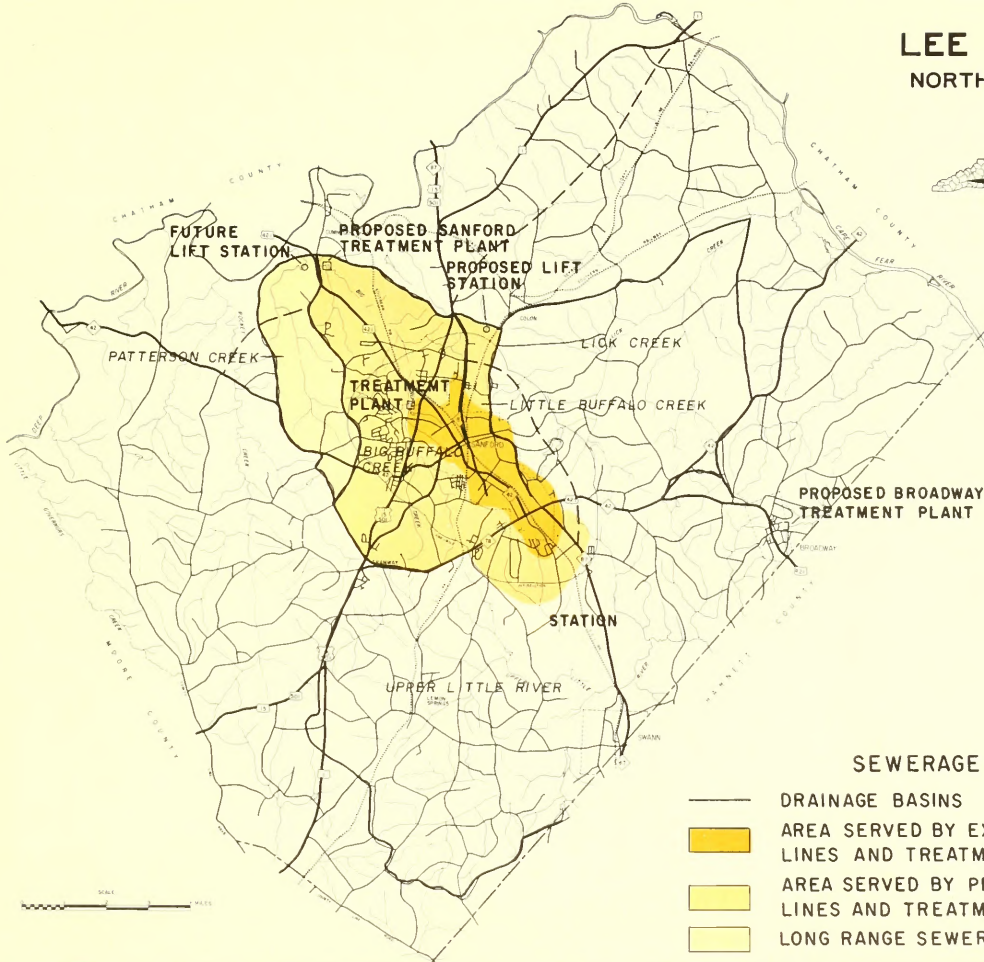
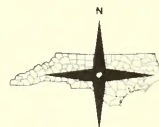
The City of Sanford provides the only sewerage systems and treatment facilities in Lee County. Sanford operates two treatment plants: the Gasters Creek treatment plant serves the drainage basin in the Jonesboro area; the Buffalo Creek treatment plant serves the Big Buffalo and Little Buffalo Creek drainage basins. A lift station transfers sewage from the Little Buffalo Creek basin to the Big Buffalo Creek basin. Both of the existing treatment plants are overloaded and exceed the assimilating capacities of the streams into which they discharge wastes. For this reason Sanford is planning a sewage treatment plant on Big Buffalo Creek near Deep River. The Gasters Creek plant would be replaced by a pumping station to transfer sewage to the Big Buffalo Creek drainage basin.

PROPOSED SEWERAGE FACILITIES

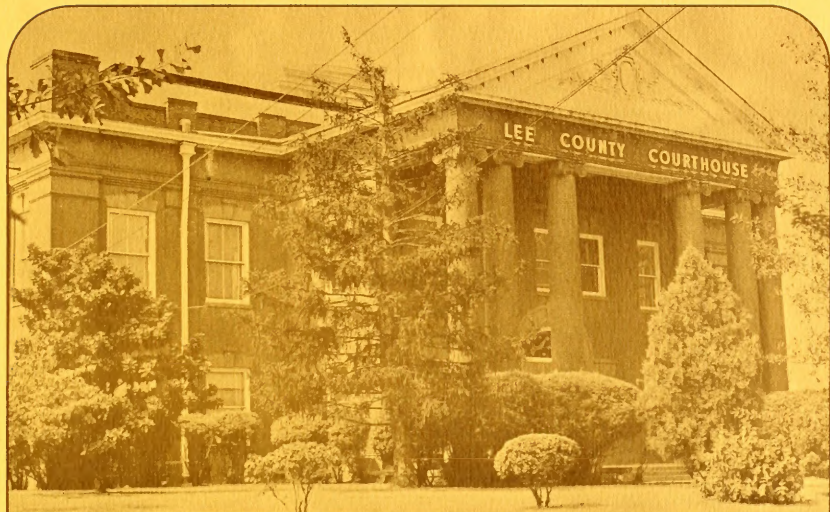
The only additional public sewerage facility which appears feasible in the near future is a municipal system to serve the Broadway area. Eventually, if development takes place in the Patterson Creek drainage basin, a sewerage system could be constructed and a lift station could transfer sewage to the Big Buffalo Creek system for treatment.

Until development reaches the point where municipal or county sewerage systems are required, it is recommended that subdivisions and other relatively dense developments use package treatment plants to serve each subdivision. When larger systems and treatment plants become feasible and necessary, the existing sewerage systems can be connected to larger outfall lines serving central treatment plants. Small package treatment plants can be easily sold and moved to another location when they are no longer needed.

LEE COUNTY NORTH CAROLINA



Eventually, it may be desirable to plan and construct a sewerage system and a treatment facility to serve the Lick Creek drainage basin northeast of Sanford. Construction of the bypass highway northeast of Sanford will stimulate growth which can take place only if adequate sewerage facilities are available. In the southern part of the county, a sewage treatment facility on the Upper Little River could serve a large geographical area although the receiving stream might not be able to assimilate large volumes of effluent.



OTHER SERVICES

REFERENCES

"Feasibility Study for County Office Space; Lee County Board of Commissioners", Hayes, Howell and Associates, Architects, Southern Pines. 1967.

Robert E. Phay, "Preliminary Study on the Sanford Municipal Airport", Institute of Government, University of North Carolina at Chapel Hill, Chapel Hill, N. C. (1967).

One major function of county government is to provide office space and other facilities for the administration of various county services. Present county facilities are shown in the table, County Buildings. (Schools are not included). Some of the buildings are general office buildings while others like the hospital and clinics are specialized facilities. The county now needs more office space and other facilities due to growth of county services and institution of new programs. The new District Court system is to go into effect in Lee County in December, 1968, and the county will have to provide facilities for the District Court by that time.

In 1967, the Board of County Commissioners hired the architectural firm of Hayes, Howell, and Associates to make a feasibility study of the utilization of the Courthouse and the Wilrik Hotel property. The top five floors of the Wilrik Hotel were donated to the county in 1967. The conclusion of the architects and engineers making the feasibility study was that the "existing courthouse building was in a bad state of repairs and should be replaced." The Wilrik Hotel building was structurally sound but would require renovation of plumbing, heating, and electrical systems as well as additional vertical circulation. The study also included a preliminary space needs study for county offices and other functions.

A bond issue of \$750,000 to renovate, reconstruct, and/or add to the courthouse was defeated at an election in May, 1968. Immediate problems still exist and the need for long-range planning of governmental facilities is even more apparent. It is recommended that responsibility of planning for county office and court facilities be given to either the Planning Board or a special building committee. It is also recommended that Sanford and Lee County cooperate in planning for eventual development of a local government center. Both Sanford and Lee County need to make major improvements in administrative facilities in the next few years. These improvements should be planned to improve operating efficiency between the two units of government and encourage cooperation and eventual consolidation of many of the local government services.

COUNTY ADMINISTRATION



COUNTY BUILDINGS

	Address	Occupants
Courthouse	1408 S. Horner Blvd.	Superior court, judges, jury Clerk of the Superior Court County auditor, accountant Board of Veterans Affairs Sheriff's Department Register of Deeds County tax supervisor, collector County building inspector Board of County Commissioners, clerk
Steele St. Annex	225 S. Steele Street	Farmers Home Administration Home Demonstration Agent Farm Agent
Public Welfare	909 Martin Street	Public Welfare Department
Health Clinic	402 Makepeace	Public Health Department
Sanford City School Administration	Woodland Avenue	Lee County Board of Education
Library	114 N. Steele Street	Lee County Library
Hospital	106 Hillcrest Drive	Lee County Hospital
Mental Health Clinic	106 W. Main	Lee County Mental Health Clinic

The Lee County area is served by the Sanford Municipal Airport. The airport is located on a 60 acre tract of land adjoining the Seaboard Coast Line Railroad, just off N. C. 78 south of Sanford.

The airport and related facilities are owned by the City of Sanford and are under the control of the Sanford Municipal Airport Commission. The airport was started by a private corporation and later transferred to the city at a cost of \$88,414.33 following passage of a bond resolution by Sanford voters in 1963. The city obtained matching federal funds of \$100,000 for improvements in 1964. Federally financed improvements completed in 1964 were a smooth, graded landing strip 3,700' x 200', a paved runway measuring 3,500' x 75', a paved taxiway, and an apron with tie-down facilities. The airport has low intensity runway lighting for night operations. Other improvements include a small office building, a well, gasoline tanks, and hangar space for aircraft.

The Sanford Municipal Airport is classified by the Federal Aviation Administration as a "general aviation airport".

Future plans for the airport include:

- 1) Purchase additional land,
- 2) Construct taxiway the length of the runway,
- 3) Extend apron taxiway and runway,
- 4) Install medium intensity runway lights,
- 5) Build additional hangar space, and
- 6) Pave parking area for cars.

Sanford and Lee County need the improved airport facilities to serve the growing business and commercial needs of the area adequately. An airport is an asset to both urban and rural areas. The major problem is how to finance the airport improvements. The FAA makes grants on a 50-50 matching basis to local governments for

improvements. A special study of the Sanford Municipal Airport explored the various approaches to financing the local portion of development costs.*

City and county officials should study the airport report and arrive at a more equitable arrangement for support of the airport and an appropriate organizational structure for its administration. In the area of finance, airports have not been classified by the State Supreme Court as a "necessary expense". Unless the use of tax revenues for the airport improvements is approved by the residents of the governmental unit that owns or operates the airport, all such improvements must be financed from nontax revenues. Sanford voters approved a bond issue for the airport in 1963, but the county has not attempted to secure voter approval to spend tax funds on the airport. County support will eventually be necessary but county support of other facilities and programs is more important in the immediate future.

The county should adopt zoning regulations in the vicinity of the airport. One purpose of airport zoning is to prevent the creation or establishment of structures or natural growths which would constitute hazards to aircraft. An airport zoning ordinance can also be an effective method of attaining compatibility in the use of property in the immediate vicinity of the airport.

* Robert E. Phay, "Preliminary Study on the Sanford Municipal Airport", Institute of Government, University of North Carolina at Chapel Hill, Chapel Hill, N. C. (1967).



PUBLIC IMPROVEMENTS PROGRAM

Plans and programs rarely reduce government spending and involvement. Almost any examination of public programs will disclose needs in excess of existing facilities, staff, and budget. Although no one wants to pay higher taxes, services provided by local governments are constantly being expanded to meet demands of local residents. Thus the question is not one of increasing local programs and taxes but one of how to provide the required services most efficiently and economically. The Planning Board cannot promise to reduce taxes. But it can promise to make plans so that tax money will be spent wisely and provide the necessary services.

The Community Facilities Plan has presented the needs for county services. The Public Improvements Program translates the major needs for equipment and facilities into a long-range spending program. The Planning Board feels that this is an important step toward more rational fiscal spending. Some of the advantages of an Improvements Program are:

- 1) An overall program will enable officials and taxpayers to see the relationships between services and to establish priorities for the necessary improvements.
- 2) Improvements can be scheduled to even out indebtedness and the overall tax rate.
- 3) Funds for essential projects will be assured by not incurring debts for nonessential projects.
- 4) The public will more likely approve bond issues when they know that the projects meet needs determined in long-range plans. The public will also know the general long-range effect on tax rates due to all major improvements.
- 5) Plans and programs permit anticipation of needs and more thorough and efficient planning of projects, including program development, financing, and technical design. Expensive mistakes and temporary solutions can be avoided.

- 6) Land can be acquired before values are inflated by development.
- 7) Continuity of county programs is possible even though elected officials and appointed personnel may change.
- 8) Programming enables various agencies to foresee mutual needs and/or overlapping improvement items (i.e., school playgrounds and parks or recreation areas).

Improvement projects included in this study are:

- 1) Land acquisition;
- 2) Major new buildings, additions and renovations; and
- 3) Major pieces of equipment which have a relatively long life.

Most recurring items such as annual purchases and routine maintenance and repairs are excluded. Personnel requirements are included only when related to major expansion of a service requiring new facilities or major equipment.

Projects are assigned priorities by scheduling them within a fiscal year or one of the five or ten year periods. Priorities within a given period are not further established. Projects are scheduled according to relative need and general effect upon long-range financing.

Cost estimates of projects are given when known. Other data relating to sources of funds for capital improvements is also included where relevant.

Projects are scheduled by fiscal year for the first two years. These projects are well defined and their needs well known. After the first two years projects are scheduled in 5 year periods (1970-75 and 1975-80) and a 10 year period (1980-90). While general needs may be foreseen for 10 or even 20 years, the rate of development and

and change resulting in specific project requirements cannot be accurately predicted.

Capital Improvements Budgets are often prepared to further analyze project requirements for the first six years. With limited foresight, periodic action is necessary. Improvements Programs usually require revision every five years, and Capital Improvements Budgets should be revised every year, adding one more year with each revision. In this way general requirements for a twenty year period may be known and budget requirements for both the immediate fiscal year and the following five years will be available.

IMPROVEMENT PROJECTS
1968-1969

SCHOOLS

1968-70 BUILDING PROGRAM

See detailed listing of projects (Community Facilities Plan, p. 24). The range of total estimated costs is as follows:

Sanford City	\$3,248,531 - \$3,248,531
Lee County	<u>\$2,150,000 - \$2,400,000</u>
Total	\$5,398,531 - \$5,648,531

Projects will be financed by a bond issue of \$5,000,000. County projects will be financed by \$2,000,000 from local bonds, state school bonds being held for the consolidated county high school, and appropriations from current county revenue for capital outlay. City projects will be financed by \$3,000,000 from local bonds and appropriations for capital outlay from current county revenue.

School needs are critical and should receive first priority.

The costs of leasing mobile and semi-permanent classrooms for the 1967-68 school year are as follows:

Sanford City	\$50,150
Lee County	<u>8,000</u>
Total	\$58,150

C.C.T.I.

OPTION ADJACENT LAND

Additional land will be needed for C.C.T.I. and it should be purchased before development takes place on the site.

REMODEL BASEMENT AND SECOND FLOOR

LIBRARY

Remodel additional available space in the library building for public uses. Part of second floor and basement may be remodelled to relieve current congestion and need for space.

HEADQUARTERS AND VEHICLES

LAW ENFORCEMENT

Evacuate jailer's quarters at the jail and use as temporary headquarters for the sheriff's department. Space in courthouse is inadequate and must be evacuated during renovation.

Purchase three new cars for sheriff's department to eliminate use of personal cars for department activities.

Prepare plans for new county-wide law enforcement headquarters adjacent to 1963 jail annex.

EVACUATION OF JAILER'S QUARTERS AND MINOR IMPROVEMENTS

COUNTY JAIL

Evacuate jailer's quarters and remodel for sheriff's office and jail administration.

Install fire escape in old section and make other minor improvements for short-range use. Arrange proper visiting facilities.

Prepare plans for long-range expansion of jail and construction of county-wide law enforcement headquarters.

SANFORD FRINGE SERVICE

FIRE PROTECTION

Prepare plans for serving Sanford fringe areas by extending Sanford Fire Department service area. Schedule election to form fire district and approve tax levy to pay for service and provide equipment.

AMBULANCE SERVICE

AMBULANCE

Purchase new ambulance for regular use. Use 1961 ambulance for standby vehicle.

HOSPITAL

PARKING LOT

Improve additional areas for parking. Purchase additional land for expansion.

MENTAL HEALTH

CLINIC

Construct mental health clinic on site adjacent to the county hospital. Estimated cost is \$233,000. Grants from the Federal and State governments will provide \$198,000. The county has appropriated the remaining \$35,000.

The clinic is now located in temporary leased quarters. New facilities adjacent to the hospital are necessary for an adequate program.

WATER

NORTHVIEW SYSTEM

Construct water system serving the Northview area. This part of the approved county-wide system will connect with the Sanford system. The Northview system will be financed by an FHA insured loan secured by the Northview water service organization.

REFUSE DISPOSAL

LANDFILL SITE AND MAINTENANCE CONTRACT

Purchase landfill site in area southwest of Sanford. Additional sites are needed to serve Sanford and rural areas.

Contract with City of Sanford to operate sites as sanitary landfills. This would be the most practical method of providing satisfactory disposal of refuse.

RECREATION PROGRAM AND LAND ACQUISITION

Prepare proposals for county-wide recreation programs. Operate limited programs while securing passage of recreation tax levy.

Acquire by donation land in rural areas for planned county parks. Apply for matching Federal grants for additional land acquisition.

ENDOR FURNACE SITE AND PLAN

Acquire Endor Furnace site by purchase or donation. Develop plans for short and long-range development of the site. Historic site development would be the responsibility of private, non-profit organizations.

COURTHOUSE RENOVATION AND ADDITION

Renovate courthouse to provide space for the district court.

Renovate portions of the Wilrik Hotel building and use for temporary location of some county offices during renovation of the courthouse. The hotel property may also be used for more permanent use of some county offices if renovated.

RECREATION AND PARKS

HISTORIC SITES

ADMINISTRATION

IMPROVEMENT PROJECTS
1969-1970

SCHOOLS

Continue 1968-70 building program. (See page II-4).

C.C.T.I.

LAND ACQUISITION AND LIBRARY-LEARNING CENTER

Purchase at least 75 acres adjacent to the present site to allow for future expansion.

Begin construction of building to house library and learning center. Existing library space can be used for classroom.

LIBRARY

REPLACE BOOKMOBILE AND CLOSE SANFORD BRANCH

Contract with larger regional library system for rural and suburban bookmobile service.

Close branch library in Sanford when space is available in main library to house collection.

PUBLIC HEALTH

EXPAND CLINIC

Expand clinic by approximately 2,000 square feet at the present site. State and Federal funds would be available for part of construction cost.

Present clinic is crowded and additional space is needed for health care classes and administration.

WATER

TRAMWAY SYSTEM

Construct water lines to serve the Tramway area. Lines should be adequate to serve the proposed rural distribution system. The Tramway water association will be responsible for the costs directly related to serving their area. Oversized water lines and other added expenses of

the rural distribution system will be the responsibility of the county. Insured loans and grants are available from the Farmers Home Administration for rural water system development.

NORTHVIEW SYSTEM

Install unit sewage treatment systems to serve built-up portions of Northview. The soils cannot adequately handle the sewage disposal problems in the area. State and Federal funds are available to community organizations for sewerage facilities.

LANDFILL SITE

Purchase landfill site in southeastern portion of county.

Increase appropriation to City of Sanford to operate a total of three landfill sites.

SITE DEVELOPMENT AND RECREATION PROGRAMS

Develop low intensity camping areas and hiking trails on land acquired. Apply for Federal grants for additional land acquisition. Continue land acquisition programs by purchase and donation.

Expand county-wide recreation programs with funds from approved recreation tax.

ENDOR SITE DEVELOPMENT AND DEEP RIVER PARKWAY PLAN

Open access road to Endor Furnace site and provide basic picnic and sanitary facilities.

Prepare long-range plan for general development of Deep River Parkway, including historical, geological, and recreational interest areas.

SEWERAGE

REFUSE DISPOSAL

RECREATION AND PARKS

HISTORIC SITES

IMPROVEMENT PROJECTS
1970-1975

SCHOOLS

ST. CLAIR SCHOOL RENOVATION, CLASSROOM CONSTRUCTION

Renovate St. Clair School. The building, constructed in 1941, will require major renovation or replacement to provide adequate educational facilities for grades 1 through 5.

Increased student population will require an average of 5 new classrooms per year under the current educational programs. Additional programs such as kindergarten would add to the requirements for more classrooms. The county budget should include annual appropriations from current revenues sufficient to build the equivalent of 5 classrooms per year. Establish capital-reserve fund from annual appropriations for both growth and replacement requirements.

C.C.T.I.

CLASSROOM CONSTRUCTION

Additional classrooms will be needed for the expanded educational program and increased enrollment.

LIBRARY

SITE ACQUISITION AND LONG-RANGE PLANS

Purchase site in Sanford business area for new library. Present library is too small and cannot be expanded.

Prepare plans for new 20,000 square foot library.

Approve tax levy for library services and construction of library building. Establish capital-reserve fund for library building.

NEW HEADQUARTERS AND IMPROVED COUNTY-WIDE POLICE PROTECTION

Construct new county-wide law enforcement headquarters on present site of jail. A central headquarters will allow for better coordination of law enforcement activities. Additional space and better facilities will be required for expanded law enforcement activities.

Improve county-wide police protection by reorganizing and expanding sheriff's department or by organizing county-wide police department. Some additional vehicles will be necessary.

JAIL ADDITION

Construct an addition to the jail annex constructed in 1963 to replace facilities in the original jail and to provide additional space. Space for administration and prisoner services will be needed as well as jail cells.

AMBULANCES

Purchase a new ambulance every one or two years depending upon demand for ambulance services. Watch maintenance records to know when to replace ambulances.

120 BED ADDITION, LAND ACQUISITION, AND PARKING

Construct 120 bed addition to hospital. Increasing demands for hospital care will require additional facilities and bed space for patients. Federal and State funds will be available for part of the cost of construction.

CLINIC EXPANSION

Expand clinic to provide for additional out-patient services and also provide in-patient facilities. Increasing population and expanded services as well as greater

LAW ENFORCEMENT

COUNTY JAIL

AMBULANCE SERVICE

HOSPITAL

MENTAL HEALTH

acceptance of mental health programs will require expansion of the clinic.

WATER

ELEVATED STORAGE AND BROADWAY EXTENSION

Construct elevated storage and related facilities necessary to provide water service to rural portions of the county as proposed in the county-wide plan for water. This would be a county-wide project rather than a local community water service project.

Extend water mains to Broadway to connect the two systems and relieve Broadway of its dependence upon ground water sources. The developing area between Sanford and Broadway will require public water service.

SEWERAGE

BROADWAY SYSTEM

Install sewerage system and treatment plant in Broadway area. Increasing urbanization will require sewerage to properly dispose of wastes and protect ground water supplies.

REFUSE DISPOSAL

LANDFILL SITES

Purchase landfill sites in northern and western portions of the county. Convenient sites should be provided to discourage roadside littering and dumping.

RECREATION AND PARKS

WATERWORKS PARKS AND DEEP RIVER PARK

Purchase land for large park in vicinity of Sanford waterworks and for a series of parks along Deep River.

DEEP RIVER PARKWAY AND PLANK ROAD PARK

Extend Endor Furnace historic site to include Egypt coal mine. The Carolina mine area in Chatham County could also be included.

Acquire land and develop roadside park in vicinity of original plank road on southern boundary of county.

TAX MAPS, SOIL SURVEY, DATA PROCESSING EQUIPMENT, AND CITY-COUNTY OFFICE BUILDING

Prepare county-wide tax maps with funds reserved over several years for this purpose. Tax maps are necessary for efficient administration of tax department. Maps should be ready for revaluation scheduled in 1972.

Reserve funds for county share of preparation of Standard Soil Survey by U. S. Soil Conservation Service. The Standard Soil Survey would provide detailed information for both urban and rural development.

Data processing equipment and data storage equipment would enable the county government to operate more efficiently. Sanford and Lee County could jointly purchase and operate major data equipment.

Construct new city-county office building to house all local courts and administrative functions.

LAND ACQUISITION

Purchase land for extension of runway and expansion of service areas. F.A.A. matching grants are available for airport improvements.

HISTORIC SITES

ADMINISTRATION

AIRPORT

IMPROVEMENT PROJECTS
1975-1980

SCHOOLS

EXPANSION OF BRAGG STREET AND WILLIAMS
AND CONSTRUCTION OF 25 NEW CLASSROOMS

Evacuate McIver School and build new classrooms at Williams and Bragg Street Schools to replace those at McIver. McIver, built in 1919, will no longer be suitable for modern education programs and the site is too small.

Continued increase in student enrollment will require an average of 5 new classrooms per year. The county should appropriate enough to build 5 new classrooms each year in addition to other building requirements to keep up with normal growth. Appropriations not used in a particular year should go into a capital-reserve fund so that money will be available as needed.

LIBRARY

NEW LIBRARY BUILDING

Construct 15,000 square foot building. Existing library will not have sufficient space even for book storage.

C.C.T.I.

EXPANSION

Additional classrooms and special facilities will be needed for the expanding program and increased enrollment. Capital improvements originally financed by the county may be partially supported by the State and Federal governments in the future.

AMBULANCE SERVICE

AMBULANCES

Purchase new ambulance every year. Increased demands for service will require maintenance of three vehicles by the county. Two vehicles will be required for regular use and one vehicle should be maintained for standby use.

Purchase new rescue truck for use of the Rescue Squadron. Efficient rescue service depends upon reliable vehicles. Vehicles used periodically may be replaced every 6 to 10 years while vehicles used regularly may have to be replaced every two to three years.

SANDHILLS, SOUTH JONESBORO, WEST SANFORD, AND DEEP RIVER SYSTEMS

Extend water lines to South Jonesboro, the Sandhills area, West Sanford, and Deep River according to the county plan. Lines will be installed as local residents organize water service groups. Local water service groups may apply for FHA grants and insured loans to finance installation of lines. Expense of facilities not required for local service will be a county responsibility.

SANDHILLS SYSTEMS, LICK CREEK SYSTEM

Increasing development will require unit sewage treatment plants in the Sandhills area and the area northeast of Sanford. These may be relatively small units serving subdivisions or groups of businesses. Eventually, additional development may allow construction of larger sewage treatment plant and individual systems may be tied into the larger systems. Unit treatment plants can then be moved to other locations.

LANDFILL SITES

Additional landfill sites should be purchased so that convenient locations will be available. Sites should be purchased before land values increase. Landfill sites which are filled may be sold or developed for other county uses such as parks.

WATER

SEWERAGE

REFUSE DISPOSAL

RECREATION AND PARKS

PARK ACQUISITION AND DEVELOPMENT

Continue program of acquisition and development of large regional parks. Consideration should be given to construction of special facilities such as swimming pools and recreation buildings for more intensive recreation programs.

HISTORIC SITES

DEEP RIVER MUSEUM-VISITOR CENTER

Plan and construct museum-visitor center in Cumnock area to include information on points of interest in the Deep River Parkway. State and Federal funds are available for historical development to supplement private or public local funds.

ADMINISTRATION

LAND ACQUISITION

Future expansion of county offices will require construction of additional office space. More parking space will also be required. Land adjacent to the courthouse block should be purchased for necessary expansion.

AIRPORT

RUNWAY EXTENSION AND SERVICE AREA EXPANSION

Extend runways and taxiways. Expand tie-down, parking and service areas. F.A.A. matching grants are available for airport improvements.

IMPROVEMENT PROJECTS
1980-1990

Replacement or renovation of all facilities constructed before 1950, construction of 5 new classrooms per year.

SCHOOLS

Construction of classrooms and special facilities.

C.C.T.I.

Expansion of library to 20,000 square feet.

LIBRARY

Additional equipment for rural departments and replacement of equipment more than 20 years old.

FIRE PROTECTION

Purchase new ambulance each year. Maintain three vehicles.

AMBULANCE SERVICE

Replace equipment as necessary.

RESCUE SQUAD

Expand hospital facilities as needed and provide additional parking.

HOSPITAL

Extend rural water lines. Expand Sanford water treatment plant if necessary.

WATER

Construct sewage treatment plant on Upper Little River. Install unit treatment plants where necessary.

SEWERAGE

Purchase landfill sites as needed.

REFUSE DISPOSAL

Continue development of recreation areas in parks. Develop golf course southeast of Sanford.

RECREATION AND PARKS

HISTORIC SITES

Restore or develop minor historic buildings.

COUNTY ADMINISTRATION

Construct new office facilities as needed at courthouse site.

Local governments have several means of financing local projects. Minor improvements, such as purchase of vehicles and small equipment or minor building renovation or additions, required for local public services can usually be paid out of current revenues.

Extensions of utility systems may be financed through benefit assessments. Local governments are authorized to assess property owners to defray part or all of a specific improvement or service which is presumed to be of general benefit to the public but of special benefit to the owners of the property. While this is more common for improvements such as streets and sidewalks and utility lines in urban areas, counties may also find benefit assessment a useful means of financing some urban services in unincorporated areas.

State Legislation provides for special assessment by counties for water and sewerage facilities (G. S. 153-294). However, the authority to require owners of property served by a water or sewer system to connect with the system and fix charges for such connection does not apply to Lee County (1965 amendment).

Many major improvements such as new schools, health centers, county office buildings, and water and sewage treatment plants involve more money than the county could appropriate in a single year. In such cases, the county can either accumulate the necessary money by establishing capital-reserve funds from current revenues or by incurring debt through bonds or notes.

The General Assembly has recently authorized counties to establish capital-reserve funds for any purpose for which counties may issue bonds. Through programming improvements and capital budgeting, the county can reserve funds out of current revenue for future projects. In this way interest on bonds can be saved. The Improvements Program includes some projects for which capital-reserve funds should be established.

FINANCING IMPROVEMENTS

MAJOR IMPROVEMENTS

Unfortunately, local governments have not been able to finance most major improvements through the above methods. For this reason the State has authorized local governments to borrow money for necessary improvements. The purpose for which debt can be incurred and procedures which must be followed are fixed by Statute. Generally, the same restrictions apply to borrowed funds that apply to other public funds for providing services.

The two general types of county bond issues are general obligation bonds and revenue bonds. Counties are liable for repayment of general obligation bonds from general revenues. Legislation provides for approval of tax levies to repay debts incurred at the same time the bond issues are approved by the voters. All other public fund limitations and regulations apply to general obligation bonds.

Revenue bonds are bonds issued to finance improvements of a revenue-producing nature, and which are payable solely out of the net revenues of such enterprise. The faith and credit of the county and its taxing power are not pledged to the repayment of revenue bonds. In addition, revenue bonds are not subject to the debt limitation. Investors prefer general obligation bonds and a county can receive lower rates on them.

GENERAL OBLIGATION DEBT RESTRICTIONS

Restrictions on the amount of debt a county may incur are imposed by Statute as well as by the Constitution. G. S. 153-87 imposes separate limitations on the amount of debt which may be incurred for school purposes and non-school purposes:

Net school indebtedness cannot exceed 8 percent of the assessed valuation of taxable property when the county assumes all outstanding indebtedness for school purposes within the county.

Net indebtedness for other than school purposes is limited to 5 percent of assessed valuation of taxable property. By statutory provision, bonds issued for community colleges, technical institutes and industrial education centers are subject

to debt limitations for non-school purposes rather than schools.

All outstanding debts, whether or not evidenced by bonds and notes, must be included in determining net indebtedness. (Revenue bonds are not included). Debts incurred for four purposes are excepted from the debt limitation by the Constitution. These purposes are:

- 1) To fund or refund a valid existing debt.
- 2) To borrow in anticipation of the collection of taxes due and payable within the fiscal year to an amount not exceeding 50 percent of such taxes.
- 3) To supply a casual deficit.
- 4) To suppress riots or insurrections or to repel invasions.

The Constitution requires voter approval for debts incurred in any fiscal year greater than two-thirds of the amount by which the outstanding indebtedness of the county was reduced during the previous fiscal year. Thus, the county has some debt-incurring power without approval of the voters. The annual reduction of indebtedness is relatively small and major improvements usually involve large bond issues requiring voter approval.

The following table shows the current valuation of taxable property in Lee County and information related to bonded indebtedness.

1967-1968 FINANCIAL DATA

1966 POPULATION

APPRAISED VALUE OF PROPERTY
(JUNE, 1967)

PER CAPITA VALUE

ASSESSMENT RATIO

ASSESSED VALUATION

1967-68 TAX RATE PER \$100
VALUATION

1967-68 BUDGET

BONDED INDEBTEDNESS (JUNE, 1967)

GENERAL OBLIGATION BONDS

INDEBTEDNESS

% ASSESSED VALUE

DEBT LIMIT

SCHOOL BONDS

INDEBTEDNESS

% ASSESSED VALUE

DEBT LIMIT

REVENUE BONDS

	Lee County	City of Sanford	Town of Broadway
1966 POPULATION	29,197	12,573	559
APPRAISED VALUE OF PROPERTY (JUNE, 1967)	\$154,888,640.00*	\$73,000,000.00**	\$2,323,381.00*
PER CAPITA VALUE	\$5,305.00*	\$5,820.00**	\$4,156.00*
ASSESSMENT RATIO	65%	65%	65%
ASSESSED VALUATION	\$100,677,616.00*	\$63,000,000.00**	\$1,510,198.00*
1967-68 TAX RATE PER \$100 VALUATION	\$1.35	\$1.29	\$1.00
1967-68 BUDGET	\$1,673,313.00	\$1,342,146.00	\$26,800.00
BONDED INDEBTEDNESS (JUNE, 1967)			
GENERAL OBLIGATION BONDS			
INDEBTEDNESS	\$955,000.00	\$375,000.00	---
% ASSESSED VALUE	0.95%	0.80%	---
DEBT LIMIT	5.00%	8.00%	8.00%
SCHOOL BONDS			
INDEBTEDNESS	\$2,063,000.00	---	---
% ASSESSED VALUE	2.05%	---	---
DEBT LIMIT	8.00%	---	---
REVENUE BONDS	---	\$1,812,000.00	\$195,500.00

* Total valuation, including utilities.

** Estimate for budget purposes, does not include utilities appraised by state.

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